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ABSTRACT

This booklet summarizes the findings and recommendations of an evaluation of the Australian government's programs and services for migrants. Following a description of the organization of the full report, three opening chapters provide, respectively, (1) a broad overview of the evaluation; (2) a discussion of its approach and methodology; and (3) details of the demography of recent Australian migration. Each of the remaining chapters summarizes the evaluation of one of the following areas: (4) the initial settlement program; (5) the adult migrant education program; (6) the child migrant education program; (7) the multicultural education program; (8) the use of bilinguals in public agencies, and translator and interpreter services; (9) information needs and provision; (10) migrant welfare; (11) special needs; (12) the law and civil rights; (13) broadcasting and the arts; and (14) program coordination. The booklet concludes with a summary of major recommendations. (KH)

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EVALUATION OF POST-ARRIVAL PROGRAMS AND SERVICES

A SUMMARY

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A SUMMARY

May 1982

Australian Institute of Multicultural Affairs

Australian Institute of Multicultural Affairs
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Summary of Chapters

Overview. Approach and Methodology. The Demographic Context. Initial Settlement, Adult Migrant and Child Migrant Education Programs. Multicultural Education. Bilinguals, Translator and Interpreter Services. Information. Migrant Welfare. Special Needs. The Law and Civil Rights. Broadcasting and The Arts. Co-ordination.

1. On 31 August 1977, the Prime Minister announced the establishment of a Review of post-arrival programs and services for migrants to examine the changing needs of migrants and make appropriate recommendations to ensure that these were being met effectively. The Committee of Review comprised Mr Frank Galbally, CBE (Chairman), Miss Francesca Merenda, MBE, Mr Nick Polites and Mr Carlo Stransky.

2. The Committee was presented with a complex and challenging task. During the previous three decades, migrants from almost every nation of the world had arrived in Australia. A series of disparate programs had been established to meet their needs.

3. The starting point for the Committee was to develop a perspective on Australian society from which to identify priority needs, evaluate the responses which had been made, and propose action that should be taken. The perspective that emerged was based on a recognition of the multicultural character of the Australian community.

> We believe Australia is at a critical stage in the development of a cohesive, united, multicultural nation. This has come about because of a number of significant changes in recent years – changes in the pattern of migration and in the structure of our population, changes in attitudes to migration and to our responsibilities for international refugees, changes in the needs of the large and growing numbers of ethnic groups in our community, and changes in the roles of governments and the community generally in responding to those needs (para.1.1).

4. The Committee concluded that it was 'necessary for the Commonwealth Government to change the direction of its involvement in the provision of programs and services for migrants and to take further steps to encourage multiculturalism' (para.1.6). The strategy which it devised to achieve these ends was presented to the Commonwealth Government on 27 April, 1978.

5. The *Report of the Review of Post-Arrival Programs and Services for Migrants*, generally known as the Galbally Report, detailed a program of action based on four guiding principles:

(a) all members of our society must have equal opportunity to realise their full potential and must have equal access to programs and services;

(b) every person should be able to maintain his or her culture without prejudice or disadvantage and should be encouraged to understand and embrace other cultures;

(c) needs of migrants should, in general, be met by programs and services available to the whole community but special services and programs are necessary at present to ensure equality of access and provision;

(d) services and programs should be designed and operated in full consultation with clients, and self-help should be encouraged as much as possible with a view to helping migrants to become self-reliant quickly (para.1.7).

6. The Report comprised an integrated package of 57 recommendations and a number of related proposals to be introduced over the three-year period 1978/79–1980/81. The expenditure program involved two elements, additional expenditure of some $50m over the three years, and the continuation of expenditure made in 1977/78 on programs the Report concluded were valuable, albeit often requiring a re definition of priorities. On 30 May 1978, the Government announced its decision to accept the proposals and the associated financial outlay.

7. The Government's acceptance of the Report and all its recommendations committed it to a major task of implementation. Directly or indirectly, the Report's proposals touched on activities in almost every Commonwealth department. The three-year timetable was demanding and required establishing new and innovative schemes and programs. Moreover, several recommendations called for the co-operation of State governments, and the participation by a variety of organisations and groups. Arrangements had to be made to commence a number of projects simultaneously and to co-ordinate and maintain impetus across a wide area.

8. On 15 September 1981, the Minister for Immigration and Ethnic Affairs requested the Australian Institute of Multicultural Affairs, under Section 17 of its Act, to:

prepare an evaluation of the objectives and implementation of the Report of the Review of Post-Arrival Programs and Services for Migrants which will:

(a) assess the effectiveness of the implementation of the report;

(b) determine whether the overall objectives are being achieved;

(c) determine whether the Report's objectives and recommendations remain valid; and

(d) recommend whether the objectives and recommendations should be pursued in the future and what changes (if any) should be made.

Implementation of the Report

9. The Evaluation has found an impressive record of implementation. Major achievements have included:

- establishing a new intensive program to provide English instruction and essential information to new arrivals
- doubling the number of grants to ethnic and voluntary organisations to undertake migrant welfare services
- extending the Telephone Intepreter Service to Canberra, Hobart, Darwin and several regional centres.

10. A related and major initiative has been the introduction of a multicultural television service in Sydney and Melbourne. The service had been foreshadowed before the Report completed its task, but the Report gave the proposal considerable impetus.

11. The Report proposed additional expenditures, over three years, of nearly $50m above the 1977/78 base of $45m. Spending on post-arrival programs and services for migrants increased to more than $220m over the three years, an average of more than

$70m per year. In real terms, total expenditure in this area has matched that envisaged by the Report.

12. Set against these achievements are instances where expectations have not been realised. In some areas, the recommendations required agreement with other parties that could not be concluded. In others, circumstances changed, necessitating adjustment to recommended activities. Occasionally there were shortcomings reflecting a lack of interest and commitment on the part of those responsible or a poor appreciation of the issues at stake.

13. The Evaluation concludes that implementation of the Report's proposals has been of substantial benefit to migrants both newly arrived and longer resident; to Australia's ethnic groups; and to the community as a whole. The years since the Report have seen the establishment and extension of programs and services which together make up what is perhaps the most comprehensive system of migrant and multicultural services in the world. In several key areas, Australian provisions are unique.

Achievement of Objectives

14. It is by no means a simple process to assess whether the Report's overall objectives have been achieved. The speed of progress towards such fundamental principles as equal opportunity and the ability to maintain valued aspects of one's cultural heritage, is almost impossible to measure over a brief period of three years.

15. Across the range of recommendations and associated proposals, the Evaluation has found evidence of tangible and significant gains in the direction of the central objectives. Extension of the Grant-in-Aid Scheme for welfare workers has been a major catalyst for ethnic self-help activities and has significantly increased the number of bilingual welfare staff able to provide assistance so frequently unavailable from general agencies. Interviews with recently arrived migrants point to the value of the new initial settlement program as an important source of information about essential services in Australia. Data on the use of the Telephone Interpreter Service, and community consultations throughout Australia, confirm the Service's contribution to creating access to general services for people who are not fluent in English.

16. Detailed examination of specific areas shows considerable unevenness in the degree to which the pursuit of recommendations has served the intended objectives. This is most apparent where little or no significant activity has taken place. But it is also the case in some areas where much energy – and sometimes substantial resources – has been expended. Accounts of activity have sometimes been misinterpreted as records of achievement.

17. In terms of the pattern of progress, one feature stands out. Most movement appears to have occurred in programs and services which are relatively specific. Where the Report made broader proposals, calling on government departments and other bodies to make changes in their established general programs and policies, the evidence of responsiveness is less apparent. On occasion, objectives have been all but ignored, or pursued with little conviction.

Current Relevance of the Objectives

18. The Evaluation has found the four guiding principles set down by the Report to be of continuing relevance and to constitute a clear and necessary basis for effective programs and services in a multicultural society.

19. The first principle, equality of opportunity, has long been fundamental to

Australia's social philosophy. It is essential that all Australians, regardless of their ethnic or cultural backgrounds should have equal opportunity to participate in the political, economic and social life of the nation, and have equal access to the general programs and services that are established for the benefit of all members of the society.

20. The second principle is basic to a multicultural society which values the diverse cultural heritage of its members. The ability of all Australians to maintain valued aspects of their heritage within the legal and political framework is important to individual identity and self-esteem. Increasingly, there is a recognition that Australia's diversity is not a threat to be contended with but a national resource offering all Australians new ideas and perspectives and fostering understanding and communication between groups from which all can benefit.

21. The third principle relating to the provision of specific programs and services for migrants has sometimes been criticised on the grounds that such programs are said to confer unusual benefits on migrants, and might sustain rather than change the neglect of migrant needs by general service providers. These views merit serious attention and were fully appreciated by the Report.

22. The Report's central and explicit thrust was that migrants should, as a matter of right, have access to the general programs and services available to the community as a whole. By far the most resources and greatest number of recommendations were directed toward that objective. As the necessary changes in and access to general programs would take time, special services were emphasised to be necessary for the many migrants in immediate and urgent need of assistance.

23. Beyond this, the warrant for special programs for migrants is no different from that applying to other groups with particular needs. Programs for specific groups are neither unusual in the context of the Australian system nor a source of privileged treatment.

24. The Report's fourth principle, the need for consultation between service providers and clients, and the encouragement of self-help is clearly desirable. Difficulties arise not so much with the principle but the practice – how much consultation is 'full consultation'? How much government assistance, and under what circumstances, is consistent with the encouragement of self-help?

25. The Evaluation has found considerable support throughout Australia for the Report's view that 'ethnic communities themselves and the voluntary agencies can meet the welfare needs of migrants more effectively than government agencies' (para.1.28). In expressing this view, the Report also recognised some migrants preferred government rather than ethnic or voluntary agencies and that there was a need for a small government social and welfare work service. The Evaluation endorses this view and believes there are other groups for whom government should provide services, to 'those communities which are either too new, too fragmented or too small to be serviced through the voluntary sector'.

Future Developments

26. Assessing the continued relevance of the Report's recommendations and the need for change occupies a considerable part of the Evaluation. The Evaluation's central conclusion is that the Report's essential relevance is undiminished. The package of programs and services it recommended, has made, and continues to make, a crucial contribution to the well-being of migrants and to the commitment to a multicultural nation. This conclusion rests upon the Evaluation's research, extensive contact with

individuals, community groups and organisations throughout Australia, and a survey of post-arrival programs and services in a number of other countries receiving large numbers of immigrants.

27. Changing circumstances and experience however inevitably create the need for adjustment to maintain or enhance program effectiveness, and to take further steps to sustain, restore and initiate momentum towards objectives.

28. The Report faced a situation in which programs had developed with little coherence and drive, and where major gaps in services were evident. Its strategy was two-fold. A number of measures, seen as longer term in their effect, aimed to increase the general responsiveness of social institutions to the needs of migrants and ethnic comunities. In the short term, there were urgent areas of need and the Report devoted a great deal of its attention to the establishment and extension of programs and services in those areas.

29. To the extent that the Report was successful in the latter endeavour – and that appears to have been substantial – this Evaluation has been concerned to make those programs and services more effective and efficient. In some instances Report recommendations have proven ineffective or been overtaken by events, and their discontinuation is proposed. Beyond this, considerable attention is paid to the responsiveness to migrant needs of authorities which provide programs and services directed at the community as a whole.

30. With respect to special services for migrants, where these meet priority needs, and there is evidence of further needs, recommendations have been made to extend and enhance programs. Among these are the Grant-in-Aid Scheme, where recommendations to strengthen and extend the Scheme involve providing an additional $6.25m over the next three years. Elsewhere substantial increases in the impact of programs is proposed through a re-organisation of arrangements to permit a more cost-effective basis of operation and greater program effectiveness. Thus, changes suggested to the On-Arrival Education Program will allow 38,000 more new arrivals to be taught English over the next three years for an additional $1.5m. Under present arrangements an expansion of this order would have cost an additional $15m.

31. In the area of general programs, the Evaluation emphasises the Report's first guiding principle – migrants' equality of access to general programs and services. The Evaluation shares the Report's view, endorsed by the Government, that each department and agency has the responsibility to take appropriate account of all members of the Australian community – whatever their ethnic and cultural background. This should be done as a matter of course and of principle, and not be dependent on extra or special funds.

32. A number of recommendations are directed at increasing the responsiveness of general institutions to the needs of a multicultural society. The Technical and Further Education (TAFE) Council for example, has acknowledged that migrants' needs are under-represented in TAFE activities. The Evaluation recommends that this awareness be acted upon, and that over the next three years TAFE direct $8m from its existing funds to achieve these needs.

33. The Evaluation gives particular emphasis to the principle of equality before the law. The Report drew attention to several areas where statute and policy created unwarranted distinctions between migrants on the basis of their countries of origin. It regarded such discrimination as incompatible with the commitment to multiculturalism and proposed that it be removed.

34. Action in some of these matters has been slower than might be hoped, and

recommendations are made to accelerate the pace of reform. Further areas of discrimination in Commonwealth legislation are identified, and proposals are made to remedy this situation.

35. In all, the Evaluation makes 89 recommendations. The net additional cost to the Commonwealth budget is estimated at approximately $6m at current prices over the next three years. This outcome is the result of a number of significant expenditures, a number of savings where these are consistent with increased program effectiveness and a substantial reallocation of resources. The package will considerably enhance the total effective resources committed to equality of access and opportunity and direct assistance to those most in need.

36. To fully achieve this result it is essential to maintain the momentum of responsiveness by establishing formal mechanisms of monitoring and periodic, in-depth review. This was provided for by the Report as an integral part of its package. Similar arrangements are considered essential by the present Evaluation with respect to its proposals.

Conclusions

37. The Report began with an outline of major social changes in Australia which necessitated new directions of programs and services for migrants and the need to encourage multiculturalism. The Government's acceptance of the Report was an explicit commitment to stimulate and support the processes of change which flowed from the Report's analysis.

38. This Evaluation has concluded that the commitment was necessary and worthwhile and recommends that it be renewed. As the demographic data presented in this Evaluation clearly demonstrates, this judgment would be warranted even if immigration into Australia were to cease tomorrow. It is all the more so in view of the virtual certainty that, for the foreseeable future, Australia will continue to be substantially enriched by people from every part of the globe.

39. Over the longer term however the achievement of overall objectives are not exclusively a matter of changes in particular policies, programs and recommendations. They depend upon the development of a recognition that the Australian community is a multicultural one, and a commitment to the principle that general programs must serve the community as a whole.

Approach and Methodology

40. The methodology employed by the Evaluation involved a number of research techniques. These included a detailed examination of the implementation of each recommendation, financial analysis of the total program and of each item, demographic studies and forecasts, field surveys, consultations with community groups, and an examination of public submissions. More than 1,500 individuals, groups, departments, authorities and other interested parties have provided information, been consulted and made submissions.

41. Evaluating the Report's specific recommendations required assessing whether the programs have been put into effect as proposed, how far each meets its objectives, whether the objectives remain relevant, and how well each program operates. Results were analysed to see whether adaptation to new needs is required, whether co-ordination of the programs should be improved and whether evaluation procedures need to be more effective.

42. A number of surveys were conducted. A Survey of Information, Needs and Use of

Services interviewed 1,760 people representing Arabic, Greek, Italian, Serbian and Croatian, Spanish and Vietnamese language groups in Sydney and Melbourne, to identify major problems and the awareness and use of services to assist with them.

43. A second survey, Geographic Assessment of Service Providers, complemented the Survey of Information, Needs and Use of Services. It looked at 705 agencies located in the same geographic areas and provided information on their staffing levels, languages spoken, use of interpreters and services provided.

44. During 1981, 83 organisations and 105 workers, funded under the Grant-in-Aid Scheme, were surveyed to assess the Scheme's effectiveness in supporting migrant welfare services. Subsequently, a survey of clients from seven of these agencies was undertaken to determine views of service provision.

45. In mid 1981, two surveys were conducted in Sydney and Melbourne to gauge audience reaction to multicultural television. The first survey was in community languages and involved 1,763 people of Italian, Greek, Vietnamese, Serbian and Croatian, Arabic and Spanish-speaking backgrounds. The second involved 1,687 people of English-speaking background.

46. An extensive series of consultations was conducted in all capitals and a number of regional cities. A large cross-section of ethnic organisations was invited to attend public meetings and individual meetings with Institute staff. Included were organisations from both larger and smaller ethnic communities, 'umbrella' organisations, those rarely or never previously consulted and some general agencies involved in migrant welfare. Seventy-two meetings were held between November 1981 and January 1982. Over 450 people representing 197 organisations associated with more than 40 ethnic groups were consulted.

47. In conjunction with the consultations, an invitation to make submissions was advertised throughout Australia in 11 major metropolitan newspapers and 63 ethnic newspapers covering 23 languages. Fifty-four submissions were received, forty from organisations, the remainder from individuals.

The Demographic Context

48. To assess future needs for migrant services and programs, a study was undertaken of the likely changes in the composition and structure of Australia's population for the period 1981-86. Estimates of population characteristics for 1981 are based mainly on firm data but projections for 1986 are more speculative and depend heavily on migration policies, which in turn are conditioned by domestic and international economic conditions.

49. The proportion of overseas-born members of the Australian community is not expected to change substantially in the decade, 1976 to 1986. In 1976, it comprised 20.1% of the population. This is likely to have increased to 20.7% in 1981, and is indicated to be 21.8% in 1986. Significant changes however, are expected to occur in the composition of the overseas-born population. Traditional migrant sources – the United Kingdom and Eire, Southern, Eastern and Northern Europe – will contribute relatively smaller proportions of migrants. New Zealand, the Pacific, South Africa, the Americas, Indo-China and other Southeast and East Asian countries will become more prominent.

50. Between 1976 and 1981, Australia had a net gain of about 421,400 overseas-born settlers. Of these, 23% came from New Zealand, 22% from the United Kingdom and Eire, and 18% from Southeast Asia. The Southern European regions contributed only

3% of the net gain. On present policy settings, Australia is expected to receive around 667,000 permanent overseas arrivals between mid 1981 and mid 1986 for a net gain of 577,000. It is expected that Southeast Asia will overtake the present leaders as the largest source, providing some 19% of the projected net gains, with 17% coming from the United Kingdom and Eire, 16% from New Zealand, 11% from Southern Europe and 6% from each of Eastern Europe and the Middle East.

51. The State distribution of the overseas-born population for the period 1981-86 is not expected to differ greatly from that at the 1976 Census. In 1981 the proportion of overseas-born residents within States ranged from 11% in Tasmania to 27% in Western Australia. In the Australian Capital Territory, South Australia, Victoria, New South Wales, the Northern Territory and Queensland, the proportions were 24%, 23%, 22%, 21%, 17%, and 15% respectively. Fifty-three percent of the overseas-born population resided in Sydney and Melbourne. Melbourne had more residents born in Southern Europe than in the United Kingdom and Eire, while the reverse was the case in Sydney.

52. Firm information on new settlers' English-speaking proficiency on arrival is lacking, although some estimates can be made. In mid 1981 some 68,000 settlers who had arrived between 1976 and 1981 spoke no English. It is estimated that by mid 1986 there will be about 131,000 people who arrived in the preceding five years and who are still unable to speak English. They are expected to come predominantly from Southeast and East Asia, and Eastern and Southern Europe.

53. Like most industrialised nations, Australia has an ageing population. There are, however, striking differences in the age structure of the overseas and local born, and between certain sub-groups of the overseas-born population.

54. In 1981, the proportion of Australian-born children under the age of 15 (29%) was higher than that of almost all overseas-born groups. Less than 5% of those born in Italy, Greece, Northern and Eastern Europe were under 15. By 1986, it is anticipated that there will also have been a marked shift in the composition of the Australian-born second generation under 12 years of age. Proportionately, the number of children with mothers born in Southern Europe will have decreased significantly, while those with mothers born in the Middle East and Indo-China will have increased.

55. In 1981, the median age of the Australian-born population was estimated to be 26 years and that of the overseas-born 38 years. The median ages of Eastern and Southern Europeans are estimated to be as high as 55 and 41 years respectively. One effect of this ageing population is an increased number of lone women. Another is the expected increase in the number of overseas-born people receiving pensions. In 1976, 23% of the total pensionable population was overseas-born. By 1986, this is likely to increase to 27%.

56. Australia's migrant communities differ significantly in their propensity to assume Australian citizenship. At mid 1981, only about 10% of New Zealand, 17% of American, 24% of Turkish, and 31% of British migrants had taken Australian citizenship. By contrast, 91% of Indian, and 87% of Greek, Polish and Cypriot migrants had become citizens.

57. Current census information creates difficulties establishing the size of ethnic groups beyond the first and second generation of settlement in Australia, and the extent to which people of different ethnic backgrounds have equal opportunity to participate fully in the life of the nation. The Evaluation recommends that a question on ethnic origin be included in future censuses (Recommendation 1). It is also important that release and analysis of the birthplace and language data from the 1981

Census be given high priority, and that a booklet of basic cross-tabulations be published in hard copy.

Initial Settlement Program

58. Commonwealth initial settlement services developed in an ad hoc fashion in the post-war period. The Report found them to be inadequate and concluded that many problems encountered by migrants stemmed from the lack of a comprehensive and effective system of initial settlement assistance. It recommended establishing a balanced and integrated initial settlement program to provide accommodation, English-language lessons, information and counselling in areas such as housing and employment. The program, to cost $[illegible]m over three years, was to be available both to migrants settling directly into the community and to those entering hostels.

59. Establishment of the program has seen a number of important achievements. The Report's ambitious proposals for English language enrolments have been exceeded, and valuable innovations have been made in information provision. Hostel accommodation for new arrivals has nearly doubled and residents receive a wide range of practical assistance and support services. Detailed examination of the program, however, indicates a number of key areas where adjustment would enhance its scope and effectiveness.

English-Language Teaching

60. In the three years to June 1981, over 36,000 adult migrants had undertaken English courses as part of the On-Arrival Education Program, exceeding projections by over 2,200. This represents a considerable achievement. However, in the period since the Report there has been a major increase in migrant intake, with the result that in 1981/82 the program will cater for just over half the number of adult arrivals with little or no English, well short of the 75% target set by the Report. The Evaluation considers the Report's target an important one, and recommends that funds for the Program be increased to enable it to assist 75% of adult new arrivals with little or no English, by 1984/85 (Recommendation 3).

61. Testing of students on courses has found that the majority showed a measurable, if modest, improvement in their English proficiency, while between 20-30% showed no improvement. The use of bilingual assistants in classrooms would improve teacher-student communication, and thereby enhance teaching effectiveness.

62. Expenditure on tuition has exceeded the Report's estimate by over 150%. This is primarily a consequence of significant variations from the course format and staffing recommendations made by the Report. The Evaluation recommends a change in the tuition funding formula, which will enable an increase in places for students, and enhance the Program's educational effectiveness. At current levels of expenditure, the amended funding formula will provide a saving of $2.7m, to be used to increase by 50% the number of students undertaking courses, and meet the costs of full-time Bilingual Information Instructors, whose tasks would include providing bilingual assistance in classrooms (Recommendation 2). The new formula should not result in average class sizes being bigger than the current national average class size of twenty.

63. There is an imbalance in the location of courses. Places are available for most new arrivals resident in hostels, but for less than half of those who settle directly in the community and have little or no English. Measures are in progress to remedy this situation, and the Evaluation recommends that courses in the community be increased in number (Recommendation 4).

64. Course lengths and formats vary considerably, and should be rationalised so that 20% of courses are full-time, providing 240 hours of English tuition over 8-10 weeks; and 80% are part-time, providing between 150 and 180 hours tuition over a 10-12 week period. Priority for full-time courses should go to new arrivals most in need (Recommendation 5).

65. The provision of information about Australia to new arrivals has improved significantly. The On-Arrival Education Program includes an information/orientation component, generally presented in community languages by Bilingual Information Instructors. There have been problems integrating the information component with English tuition, and it is recommended that the information component be provided to new arrivals prior to the English-language component (Recommendation 6).

Initial Settlement in Hostels

66. The Report's hopes for increased use of hostel facilities have to a considerable extent been realised. Fourteen hostels, three more than the Report proposed, are in operation, and the number of migrants receiving initial accommodation at hostels has nearly doubled. Surveys show hostel services are used extensively and residents generally see them to be of considerable benefit.

67. There is scope to make hostel services more effective and efficient. A multiplicity of agencies at hostels provide information and assistance on accommodation, welfare, English-language courses and employment. The Report placed the main responsibility for co-ordinating hostel activities on Settlement Committees and Department of Immigration and Ethnic Affairs' Settlement Officers. The Evaluation has found that neither has the authority required to discharge this role effectively, and there is overlap and duplication in the functions of various hostel staff.

68. A more integrated and clearly defined structure is needed, and the Evaluation recommends that the Department of Immigration and Ethnic Affairs be responsible for co-ordinating and managing all services at hostels (Recommendation 7). The Department's welfare staff at hostels should be increased to enhance welfare provision. Full-time Bilingual Information Instructors should be based at hostels to provide information and assistance to new arrivals throughout the program, and provide interpreter services. Other services should be provided on a contract basis and Settlement Committees should maintain and develop links between hostels, their residents and the community. This integrated approach will provide a more effective service and enable savings to be made, estimated by the Evaluation at $2m over a three-year period.

Initial Settlement in the Community

69. The Report proposed establishing five community settlement centres to provide initial settlement services to new arrivals not staying at hostels. By mid 1981, four Centres were operating. This had increased to eight early in 1982.

70. Community Settlement Centres have found it difficult to develop a role or identity other than as locations for English classes and other migrant education activities. Most migrants contact them in relation to On-Arrival Education Program courses and there is little demand for other formal information programs.

71. The Evaluation recommends that the information activities of Community Settlement Centres be transferred to Migrant Resource Centres (Recommendation 8).

This will reduce the confusion created by a multiplicity of agencies doing related work and lead to greater community contacts for newly arrived migrants.

Other Matters

72. The Report intended that new arrivals should not be under pressure to enter the workforce until they had completed an initial settlement program. A number of migrants are prevented from attending or completing courses, either because there are no course places available for some time after their arrival in Australia, or because they are considered ineligible for unemployment benefits while on part-time courses. The Evaluation recommends that courses be scheduled so that migrants can commence within four weeks of arrival in Australia. All students not in employment should be paid a special benefit for the duration of On-Arrival courses (Recommendation 9).

73. Promotion of initial settlement services for migrants who do not stay in hostels has been limited, both overseas and in Australia. The Department of Immigration and Ethnic Affairs has taken some initiatives to provide more information and the Evaluation recommends that these activities be extended (Recommendation 10).

74. The Report proposed that the Initial Settlement Program be co-ordinated and managed through new bodies known as Migrant Settlement Councils, representing Commonwealth and State governments, ethnic communities and voluntary organisations. Migrant Settlement Councils have had difficulty fulfilling these responsibilities. The nature of co-ordination issues varies and the task of co-ordination must therefore be approached on a number of levels. The Evaluation recommends that Councils be allowed to lapse at the expiry of their present terms of appointment (Recommendation 11).

Adult Migrant Education Program

75. Knowledge of English is essential to full participation in Australian society. The Report found the provision of English-language instruction to new arrivals deficient and recommended the establishment of initial intensive English courses. It also saw a need to improve existing courses for both settled and newly arrived migrants in the On-Going Program of the Adult Migrant Education Program.

76. The Report proposed a series of measures which were designed to bring about an immediate extension and improvement of the On-Going Program. These were complemented by further proposals, to come into effect in the medium term, to put the Program on a sound and permanent basis.

77. In the three years following the Report, expenditure on On-Going activities increased from $9.83m in 1977/78 to $15.05m in 1980/81, a real increase of 14.9% compared with the 20% the Report recommended. This shortfall is offset by and contrasts with expenditure of $25.22m on the On-Arrival Education Program – a 120% increase on the Report's estimate.

78. The Report believed that the additional resources should create a real extension of On-Going activities. In 1977/78, 102,000 places were available in the On-Going Program; this increased modestly to 107,600 places in 1980/81. Course places or enrolments, however, are not in themselves a measure of the number of people taking courses since a student may enrol in one or more courses in a year. Information on the number of students in the Program is not collected by the Department of Immigration and Ethnic Affairs and although State and Territory Adult Migrant Education

Services provided much information to the Evaluation, it was not possible from this to build up a comprehensive national picture.

79. The impact of On-Going activities in assisting migrants in need of English instruction is difficult to assess. Apart from the difficulties of determining how many students the Program caters for, data on students' proficiency gains is limited.

80. In view of this, the Evaluation recommends a review of the present basis for assessing the English competence of students, with a view to rating all students' proficiency on entry to, and exit from, courses (Recommendation 12). Further, it recommends the establishment of a computer-based student records system to be used from 1983/84 onwards for all courses conducted within the Adult Migrant Education Program (Recommendation 13).

81. The number of people in the community with little or no English remains a matter of speculation. In 1978, the Report estimated that 400,000 people required English-language teaching. The Department of Immigration and Ethnic Affairs has estimated that, in 1982, 525,000 adults are in need of English-language assistance. The 1976 Census found that there were 175,000 people aged five years or over who did not use English regularly. It is estimated that in mid 1981 68,000 people who arrived after 1976 with little or no English still spoke little English, and that a further 131,000 of those arriving between 1981 and 1986 will still speak little or no English by mid 1986. Waiting lists of various lengths operate for virtually all activities in the On-Going Program.

Short-term Objectives

82. The Report's major proposals for immediate impact on the Program included extending the availability and coverage of full-time courses; changing the concept and presentation of continuation classes; extending the range of advanced courses; and extending the provision of Courses in Industry and the Home Tutor Scheme.

83. The expansion of full-time courses has not eventuated. While there has been some extension to the range of full-time courses offered, there has been no increase in the average number of students enrolled over the period since 1977/78.

84. As the Report proposed, many continuation classes have been restructured and reorganised into part-time courses. However, the distinction between part-time and continuation classes has become unclear and designations vary between States and Territories. While part-time courses may have a fixed length, they may also operate as continuation classes which permit students to enter a class at any time. Further restructuring and development of continuation and part-time programs is required. In many cases clear objectives are still lacking, as is an effective form of certification for students completing courses.

85. Advanced-level courses designed to meet migrants' special communications needs do not appear to have increased in number. However, in line with the Report's proposal, emphasis has shifted from general English courses to courses for particular vocational groups.

86. In the three years to June 1981 there has been a steady increase in enrolments for English classes held in the workplace, and some increase in course lengths. However enrolments in and expenditure on Courses in Industry have fallen short of the Report's proposals. While there has been some promotion to employers of the availability of courses as recommended by the Report, there is clearly further scope.

87. There has been an increase in students participating in the Home Tutor Scheme

but evidence of unmet demand remains, with waiting lists for tutors in most States. The limited number of co-ordinators creates problems in recruiting and supporting tutors. The Evaluation accordingly recommends $150,000 be allocated to the Scheme over the next three years, for the employment of an additional co-ordinator in both Victoria and New South Wales (Recommendation 17).

88. As well as changes to existing elements of the On-Going Program the Report proposed three pilot courses of up to six months each for overseas-trained migrants seeking to have their qualifications recognised. A total of eight intensive English courses were conducted for 202 students. Following their courses, a number of students showed increased English proficiency and obtained professional accreditation and employment. The program's focus has, however, shifted away from the target group proposed by the Report – people in occupations with substantial public contact. Though the Report specified that the program should only continue after a thorough evaluation of the first course, a formal study of the effectiveness of the courses has only recently commenced. Further, many students' English proficiency at the outset of courses was adequate for entry into general courses provided by Technical and Further Education institutions. The Evaluation considers that in future these courses should be offered by Technical and Further Education institutions.

89. The Report found the need for urgent improvements in both pre-service and in-service training for adult English teachers. It proposed that the Inquiry into Teacher Education examine pre-service teacher education. The Inquiry considered adult migrant education outside its terms of reference. Teacher-training institutions in Australia still offer few opportunities for training teachers of adult migrants. In-service training provided by Adult Migrant Education Services has improved since the Report, but most of the activity has been directed to teachers in the On-Arrival Education Program. In-service training for teachers in the On-Going Program has been limited.

90. A two-fold increase in expenditure on materials development was proposed by the Report. Most of the materials which have been developed have been directed towards teachers in the On-Arrival Education Program. There remain urgent needs for both teacher and student materials for the On-Going Program and for student materials in the On-Arrival Education Program. The Evaluation recommends that an additional $250,000 per annum over the next three years be provided for course, teacher and materials development for the On-Going Program (Recommendation 16).

Mid-term Objectives

91. The Report's strategy for the medium and long-term development of the On-Going Program covered several aspects. Central was the need for a sound empirical base from which to determine the extent and nature of English-language needs and to obtain the information necessary for planning and evaluation for future Program development. Accordingly it recommended that a major survey of migrants' English-language needs be undertaken.

92. It also recommended that the Program be placed on a more permanent basis by establishing a rolling three-year program, and that a formal Commonwealth/States agreement on adult migrant education be considered. This was to include provision for the collection and analysis of information necessary for planning and evaluation.

93. Progress on these measures has been limited. Discussions about placing the Adult Migrant Education Program on a rolling three-year basis are continuing. A new Commonwealth-States agreement to define responsibilities for adult migrant educa-

tion has not been concluded, and this continues to impede the Program's effective functioning. To clarify administrative responsibilities, the Evaluation recommends that a Joint Commonwealth-States Consultative Committee be established (Recommendation 14). This should be consulted on the form of an agreement between the Commonwealth and the States, and should be responsible for providing advice on appropriate forms of financial management, information collection and promotion for the Adult Migrant Education Program.

94. The implementation of the Report's recommendation to survey migrant English-language needs has departed substantially from the original timetable. A shortage of adequate information on the English-language needs of migrants continues to inhibit evaluation and planning in the longer term. This has made it difficult to assess the impact the Program has made upon the backlog of those needing further English-language tuition.

95. Several surveys and studies have been commissioned but the results have not been published, nor are they likely to provide adequate information for future course development. The Evaluation recommends that Adult Migrant Education Services establish program monitoring and evaluation positions to assess the effectiveness of different courses; to assist in course development; to assess program needs and to relate these to the development of an integrated needs-based program (Recommendation 15).

96. The Adult Migrant Education Program aims at increasing migrants' English proficiency to a level which gives them access to services and programs provided for all the Australian community. In terms of the general education system this has been defined as a level of proficiency enabling them to enter Technical and Further Education courses. The Evaluation endorses this objective and concludes that some components of the Adult Migrant Education Program would be more appropriately provided through Technical and Further Education institutions. Although there is acceptance that the Technical and Further Education sector has responsibility to provide courses for adult migrants, there has been relatively little provision for these needs. To encourage this development and to increase opportunities for students to take part in advanced specific-purpose English courses, the Evaluation recommends that such courses be supported through the Commonwealth Government's Technical and Further Education 'particular purpose' grant program at a level of 15% of the allocation *ie*. $2.81m in 1982/83 (Recommendation 18).

97. This proposal will increase migrants' access to courses appropriate to their needs, and open many more places for migrants within the Tertiary and Further Education sector.

98. The recommendations made by the Evaluation should establish a firm basis for assessing the nature and extent of migrant English-language needs, and the capacity of the Adult Migrant Education Program to enable migrants to attain basic English proficiency. A formal and systematic review of the Adult Migrant Education Program should be conducted by the end of 1983 to plan future development and activity (Recommendation 19).

Child Migrant Education Program

99. The Child Migrant Education Program, involving an allocation of $26m in 1978, was the largest migrant program examined by the Report. The Report found that real expenditure had remained relatively static since 1976 and noted research suggesting that migrant children experienced difficulties in literacy tests and participating in

normal classroom activities. It concluded that there were significant unmet needs for English-language teaching.

100. The Report regarded the situation with great concern, since difficulty with English could affect students' ability to take effective part in Australian society throughout their lives. It proposed that an additional $10m be provided for the Program to meet immediate, urgent needs, specifying that this should be distributed to accord with the distribution of children of non-English-speaking backgrounds.

101. At the same time, the Report expressed concern that inadequate information prevented it from specifying exactly where the extra funds should be spent. It suggested that the funds might need to be doubled if all the needs were to be met.

102. The Report found that the Schools Commission lacked relevant, accurate and up-to-date information on the Program and described this situation as 'quite unsatisfactory'. Its view was that the burden of collecting information was far outweighed by the benefits in Program effectiveness and administrative efficiency. Accordingly, it provided for the establishment of a Commonwealth/States working party to advise governments on arrangements for the collection and analysis of financial and educational information for planning and evaluation purposes.

103. Expenditure on the Child Migrant Education Program increased from $27m in 1978 to $44m in 1981, in line with the Report's proposals. The additional funds were the only source of real increase in the Program over the period, and they have not increased at the same rate as general funding.

104. The Report indicated that the allocation of funds to the States did not accord with the distribution of children from non-English-speaking backgrounds. Allocation of the additional funds since then has progressively reduced imbalances between States though further adjustments are still required.

105. Much of the information necessary for a detailed and comprehensive examination of the operations of the Child Migrant Education Program is not available. The Evaluation utilised reports from school authorities as well as existing surveys and studies of English as a Second Language in schools. It also conducted a survey of a sample of government and Catholic primary and secondary schools in Victoria, South Australia and Queensland.

106. The Program's operation at the school level reflects the diversity of Australian schools and systems and the autonomy granted in most systems to individual schools. While policy, funding, staff resources and advisory services are centrally administered, the Program is school-based in all other respects. Limited data is available from school authorities in the States on the Program's operation at the school-level. There is no comprehensive profile of the actual duties and deployment in schools of teachers funded through the Child Migrant Education Program, nor of the number of migrant children assisted or the number of migrant children in need of assistance but not receiving it. Similarly, there is a lack of detailed information on the organisational strategies in use in the provision of English-language teaching; the methods and materials used by teachers; and the extent of proficiency gain by migrant children receiving English instruction.

Staffing

107. Data provided by school authorities indicates a substantial increase in the number of English as a Second Language teachers employed since 1976. Estimates suggest that 2,250 equivalent-full-time teachers were employed in 1976 compared to 2,610 in 1980. In 1982, it is estimated that about 2,930 are employed. However, this

data is incomplete and difficult to link to changes in Child Migrant Education Program funds. In some States changes in teacher numbers appear markedly higher or lower than the changes in Program funding would indicate.

108. Data available to the Evaluation suggests that nationally there is a satisfactory number of English-language teachers. However, insufficient information about the use of such teachers and the levels of need prevents any definite conclusion being reached.

109. The allocation of teachers to schools varies between systems and States. The degree of school autonomy in the appointment and deployment of teachers varies similarly. There is evidence that English as a Second Language teachers are used in other fields, such as remedial education for students of English-speaking backgrounds.

Migrant Children Receiving English-Language Assistance

110. The Report noted that in 1975, 90,180 migrant children received English as a Second Language teaching in special classes. This represented 23% of an estimated 400,000 children from backgrounds where English was not spoken. Currently there is no national data available on the number of migrant children receiving assistance as only some school authorities are able to provide this information.

111. Available data did not allow the Report to determine the extent of ummet needs for English as a Second Language teaching. The Schools Commission does not collect data on the number of children receiving English as a Second Language assistance or on those in need but not receiving assistance.

112. A 1980 national survey of students from non-English-speaking backgrounds provides the most comprehensive study to date. It found that almost 20% of the school population, about 575,000 students, were from non-English-speaking backgrounds. The survey, however, indicates the potential rather than actual need for assistance. Detailed analysis of the data indicates that many of the children designated as from non-English-speaking backgrounds in fact use English at home.

113. Few States and systems are able to provide data on the number and proportion of migrant children in actual need of assistance. There is no standard national method for the assessment of need, and throughout school systems need is assessed by individual teachers.

114. No school authority in Australia routinely and systematically collects information on migrant children's proficiency or progress made through English-language instruction. A 1975 study of literacy and numeracy found that students from homes where English was not spoken performed worst in these skills. The study was repeated in 1980, but the Evaluation has not had access to its findings, and is therefore unable to indicate proficiency gains of migrant children between 1975 and 1980.

Training

115. It is not possible to identify if funds recommended by the Report were used, as specified, to improve the training of English as a Second Language teachers and to improve the production and distribution of materials.

116. Teacher-training provision for both classroom and English as a Second Language teachers appears to have expanded somewhat since 1980. All systems now require their personnel to undertake induction programs, and in-service programs are regularly provided. Although teachers without formal training in English as a Second

Language are still employed, their numbers appear to be decreasing as more trained teachers become available. Employing organisations give preference in recruitment to teachers with English as a Second Language qualifications, but only one system makes a special qualification mandatory for a position teaching English as a Second Language.

Collection of Data

117. In line with the Report's proposal, a Commonwealth/States Working Party on Data Collection on Students was established. The Report clearly indicated that the Working Party should identify the data necessary to determine needed levels of support and to evaluate the effectiveness of Commonwealth programs. It was also to recommend on the method of collection and analysis of such data.

118. The Working Party pursued only some of these objectives. The Schools Commission conducted a national survey on students' language background in 1980 but little action has been taken to collect and analyse educational information on needs, and financial information for planning purposes.

Conclusions

119. The Report had two objectives for the Child Migrant Education Program: the provision of extra resources to meet urgent needs for English as a Second Language teaching; and an improvement in educational and financial data to enable more precise identification of migrant children's needs.

120. The information necessary to assess whether the program effectively enhances English proficiency and actually reaches children in need of assistance remains unavailable. The Evaluation recommends that the Schools Commission undertake research to identify factors which affect the development of English-language competence and develop an index for the quantification of need. Further, it should develop tests to assess proficiency levels and measure proficiency gains (Recommendation 20). The Commission should subsequently undertake a survey to determine the level of actual need among students from non-English-speaking backgrounds (Recommendation 21).

121. Another matter of concern is the absence of adequate data to establish whether those migrant children most in need are receiving English-language instruction. The Evaluation recommends that arrangements for collecting educational and financial data be included in the States Grants (Schools Assistance) legislation. The Schools Commission should provide a detailed annual report on the Program, including information on the number of students receiving assistance, and those in need who are not receiving assistance (Recommendation 22).

122. The recommendations made here will establish a firm basis upon which to assess the level of funding required for the general support component of the Child Migrant Education Program. If the data shows that additional funds are required these should be provided by the Commonwealth as a matter of urgency. Funding of the new arrivals component should continue to be adjusted according to the number of children requiring teaching.

Multicultural Education

123. The Report sought to ensure that the education system at all levels reflected Australia's cultural diversity and gave all Australians access to each other's cultural

values and traditions. Its major proposals related to the education of children in schools, of professionals, and of students at tertiary institutions.

Schools

124. The Report considered resources devoted to multicultural education inadequate, and also saw a need for greater co-ordination in the area. It recommended that the Commonwealth allocate $5m for multicultural education over a three-year period and that a committee be established to make proposals for the distribution of funds.

125. The Committee on Multicultural Education which was subsequently appointed, recommended the establishment of a Multicultural Education Program; the funding of projects of national significance; the production and distribution of curriculum material by the Curriculum Development Centre; the funding of research activities by the Education Research and Development Committee; and the distribution of funds according to numbers of students in all government and non-government schools.

126. Since 1979, over $5.8m has been allocated through the Multicultural Education Program. Multicultural Education Co-ordinating Committees were established in States and Territories to advise on grant allocation. Funds have been used for small grants intended for local or individual school initiatives; for general projects of wider significance including major curriculum and materials projects; for community language and bilingual education programs; and to employ Ethnic Schools Liaison Officers.

127. Although funds were intended to benefit children generally, most have gone to schools with a high proportion of students from non-English-speaking backgrounds. The funding of projects of national significance and funding for curriculum development and research has produced limited results and many projects remain to be completed.

128. The Multicultural Education Program has had an undoubted impact on Australian schools. It has raised awareness of multicultural issues and stimulated other programs. However, the lack of systematic and detailed information enables little more than a general assessment. The future development of the Program is hindered by the limited implementation of measures proposed by the Report to collect and analyse financial and educational data. Nevertheless, a number of issues have been identified where the need for action is indicated.

129. The potential to develop broader initiatives and to encourage 'imaginative experiments' envisaged by the Report has been limited by the use of some Program funds to supplement recurrent expenditure. This was not intended by the Report and should be discouraged. In particular, the use of Multicultural Education Program funds to substitute for recurrent funding in the payment of teachers' salaries is inappropriate to the intention of the recommendation.

130. The Evaluation has noted considerable demand for community-language teaching from both schools and Multicultural Education Co-ordinating Committees. This area is of great significance to multicultural education and the Evaluation considers support should be directed to projects for curriculum and materials development for community languages, in keeping with the impetus of the Multicultural Education Program.

131. The Schools Commission has indicated a desire to see half of the Multicultural Education Program funds used exclusively for community-language initiatives in 1982 and 1983, and a 'balance' is suggested between support for community languages and general activities. In order to encourage community-language projects,

the Evaluation endorses the need to make a clear allocation between this area and multicultural education projects. Accordingly, it is recommended that guidelines for the Multicultural Education Program should be adjusted to allocate funds equally between community-language and multicultural education activities, and should ensure that funds are used for seeding purposes only.

132. Continued support is required for multicultural education projects and research of national significance. Other projects of this kind are funded by the Schools Commission within its Special Projects Program. The Evaluation recommends that the funding of multicultural education and community-language projects be transferred to the Special Projects Program at a level of $328,000 per annum (Recommendation 24).

133. Funding through the Multicultural Education Program is intended to encourage the development of resource materials and projects to provide a basis for the inclusion of multicultural elements within the general curriculum. The Evaluation recommends that in its current review of the Multicultural Education Program, the Schools Commission should evaluate the impact of the Program on school curricula and programs (Recommendation 25).

134. Since the Report, the Commonwealth Government has taken a further initiative, providing a $30 per capita grant to community ethnic schools. These schools are a major vehicle in providing children from ethnic backgrounds with a knowledge and appreciation of their cultural heritage. In both 1981 and 1982, $3m was appropriated for the Ethnic Schools Program, and funds have been distributed to nearly 500 ethnic school authorities, with an enrolment of more than 79,000 students. Ethnic schools will continue to play a major role in the total education system; their rapid growth is a measure of their relevance to changing community needs.

Courses for Professionals

135. The Report gave high priority to increasing migrant access to welfare and other services. Key means to this objective were initiatives to assist professionals obtain or upgrade language skills, and an understanding of cultural differences relevant to their work in a multicultural society. The Report proposed that 10 three-month full-time courses, each with 20 students, be provided over three years. Professional bodies considered the recommended structure impractical and the Government endorsed a change to shorter courses, with a combination of part-time programs. At the end of 1981, approximately 160 courses catering for over 3,200 participants had been completed. The courses have concentrated on developing cultural awareness and basic language skills, and catered mainly to professionals in the para-medical, welfare and educational fields. Medical, legal and dental professionals have been conspicuous non-participants and the courses have tended to attract those already very interested in multiculturalism.

136. In general terms, the evidence suggests that this initiative has been worthwhile. Participants have responded positively to both language and culturally oriented courses, and demand for courses is high.

137. The courses are organised on an irregular basis by the Commonwealth Department of Education through a number of institutions and bodies and there is a need for greater stability in course location and operation. Technical and Further Education institutions provide regular training to practising professionals, and the multicultural courses should be offered as part of that structure. Accordingly, the Evaluation recommends that cultural awareness and language courses be provided to

professionals and para-professionals through Technical and Further Education courses (Recommendation 26).

138. The Report also looked to an increase in the number of bilingual professionals by seeking the development of training opportunities to assist professionally qualified migrants to become recognised and employed. Progress in this area has been slow and uneven, and the issue is currently being examined by the Committee of Inquiry into the Recognition of Overseas Qualifications.

Tertiary Education

139. In the tertiary education sector, the Report's particular concern was to ensure that graduates of professional, client-oriented courses gained the skills and knowledge to communicate effectively with migrant clients. It proposed improving the quality of existing professional courses, increasing migrant access to these courses and facilitating the recognition of migrants' professional qualifications.

140. The Commonwealth Tertiary Education Commission drew tertiary institutions' attention to the Report and requested their response to the issues raised. The Evaluation considers that as a whole the tertiary education sector has not adequately responded to the challenges posed by the changing nature of Australian society. In view of the tertiary sector's particular responsibilities this is a matter of continuing concern. The Evaluation believes that the need for a multicultural perspective to be reflected in both professional and general courses has become pressing. It recommends the Commission pursue with tertiary institutions steps to ensure that multicultural perspectives and components are introduced into tertiary courses (Recommendation 27).

141. The development of multicultural education requires further educational and basic social research. Until recently educational research was sponsored by the Education Research and Development Committee. This body is ceasing its operations, and the Evaluation recommends that the Australian Research Grants Committee should assume responsibility for funding research projects of excellence into multicultural education (Recommendation 28).

Co-ordination

142. At the time of the Report a number of Commonwealth agencies had responsibilities in the area of multicultural education. To avoid possible overlap in the work of these bodies the Report recommended formal machinery be established at Commonwealth level to co-ordinate Commonwealth policies and programs in relation to multicultural education. Little has happened in the implementation of the recommendation. Agencies and programs in the area of multicultural education have increased in recent years and the need for co-ordination has become more evident.

143. The Evaluation considers that the activity, effort and commitment of resources in multicultural education is circumscribed by the lack of any sustained organisational focus or coherence. The need to co-ordinate policies and programs remains central to the continued development of multicultural education and it is recommended that a National Advisory and Co-ordinating Committee on Multicultural Education be established (Recommendation 29). The committee should advise the Minister for Education on matters relating to multicultural education; co-ordinate, monitor and review the activities of Multicultural Education Co-ordinating Committees and the projects they support; and set up a procedure for information exchange.

Bilinguals, Translator and Interpreter Services

144. English is Australia's official and dominant language. Those who cannot communicate fluently in it are placed at a significant disadvantage. To assist the substantial number of people with little or no fluency in English gain access to programs and services and participate in the life of the community at large, the Report made a series of recommendations to increase the number of bilingual personnel and extend interpreter and translation services.

145. The Report expressed a strong preference for the use of bilingual staff, rather than interpreters. It proposed that the Commonwealth identify positions involving considerable public contact with non-English-speakers and staff them with bilingual officers who would receive a language allowance. It estimated that about 400 Commonwealth positions would be eligible for the allowance.

146. It was recognised that, even with an improved provision of bilingual staff, the need for substantial interpreting and translating services would remain. In supporting the National Accreditation Authority for Translators and Interpreters, the Report emphasised the importance of setting and maintaining adequate standards within the profession.

147. The Report found the Telephone Interpreter Service was strongly supported by migrants but inaccessible to many. It proposed the Service's expansion over the triennium at a cost of $1m, and the combination of the Telephone Interpreter Service and Department of Immigration and Ethnic Affairs' translation units.

148. It also proposed a new program of Commonwealth financial assistance to stimulate an improvement of interpreting and translating services operated by the States in areas which are primarily their responsibility, such as education and law.

Bilingual Staff

149. In 1978, the Public Service Board introduced the Linguistic Availability Performance Allowance for bilingual staff in frequent contact with non-English-speaking members of the public. By mid 1981, 414 Commonwealth public servants were receiving the allowance, exceeding the Report's estimate but still comprising a small proportion of total bilingual staff. Positions requiring community-language expertise have not been effectively identified. Consequently, they are often staffed by monolingual officers while bilingual staff remain in positions where their language skills are not required.

150. To encourage further use and commitment of bilingual staff, the Evaluation recommends that the Australian Public Service extend measures to recruit and effectively deploy bilingual staff (Recommendation 30). Examples of the kinds of activities which should be considered are:

- Key service departments/authorities should undertake detailed surveys of the community languages required to meet client demand at each office location.
- The Public Service Board should record the language skills of Commonwealth entrants and distribute bilingual recruits according to assessed departmental needs.
- Preferred language capabilities should be mentioned in job vacancy advertisements and duty statements.
- Public Service Board entrance tests should include assessment of bilingual ability.

Accreditation of Translators and Interpreters

151. The National Accreditation Authority for Translators and Interpreters was established to raise professional interpreting standards. Its objectives were to accredit translators and interpreters, develop translating and interpreting, and encourage the creation of a self-regulating professional body.

152. The Authority has established a range of five standards, varying from elementary to senior levels. Registration is gained by passing an approved course or one of the Authority's tests; having overseas qualifications accepted; or being 'recognised' as having practised for three years.

153. Progress in the development of interpreter and translator services has been slow. At present, only nine translator/interpreter courses in languages other than Aboriginal are approved. In direct testing by the Authority, 78 different examinations have been set in a total of 18 languages. There have been approximately 12,000 applications for accreditation and of these 2,171 have been tested. The failure rate has been high. The relatively small number of registered practitioners has delayed development of a self-regulating professional organisation to take over from the Authority.

154. To promote development of additional translator/interpreter courses, the Evaluation recommends the National Accreditation Authority for Translators and Interpreters as a high priority consult with tertiary education authorities about the establishment of courses or the introduction of interpreting/translating units within existing language courses. It also recommends that tertiary education institutions or expert individuals be contracted to assess all outstanding interpreter and translator courses in accordance with the Authority's standards (Recommendation 31). To speed up the testing process, it is recommended that tertiary education institutions be approved by the Authority to set and mark examinations within Authority guidelines (Recommendation 32).

155. The Report considered that the Commonwealth should assume the lead in the employment of appropriately accredited interpreters and translators. The Evaluation recommends that this be achieved by requiring that persons employed as translators and interpreters by the Australian Public Service obtain qualifications recognised by the National Accreditation Authority for Translators and Interpreters (Recommendation 33).

Telephone Interpreter Service

156. The extensions proposed by the Report to the Telephone Interpreter Service were completed well ahead of schedule, and the Service is now available to a considerable majority of Australian residents of non-English-speaking background. Discussions are being held about the possibility of extending the Service throughout Australia.

157. The volume of Telephone Interpreter Service work expanded by about 80% in the three years to June 1981. Calls relate to a broad range of subjects, the main area – about 25% of calls – being medical matters. In view of the increasing demand on the Telephone Interpreter Service, it is recommended that an additional $500,000 should be made available to the Service in each of the next three years (Recommendation 34). Many requests for interpreting assistance are in connection with Telecom matters, and it is recommended that the Telephone Interpreter Service charge Telecom for these services (Recommendation 35).

158. Many non-English-speakers are still unaware of the existence of the Telephone Interpreter Service and the Evaluation considers it should be publicised on multicultural television and ethnic radio.

159. The use of the Telephone Interpreter Service as an information source is likely to increase, and an up-to-date and efficient information storage and retrieval system will become most important. The Evaluation recommends that a computerised information system be developed and updated by the Department of Immigration and Ethnic Affairs (Recommendation 36).

160. The Report's proposal for the amalgamation of the Telephone Interpreter Service and the Department of Immigration and Ethnic Affairs translation units has made limited progress. The Evaluation recommends that amalgamation be completed at the earliest opportunity (Recommendation 37).

State-based Services

161. There has been some progress towards establishing additional interpreting and translating services in the States. New South Wales, Victoria and South Australia have participated in the joint Commonwealth/ State funding arrangements proposed by the Report, and Queensland intends to enter the program.

162. The Evaluation sees the need for additional encouragement of the development of interpreter/translator resources at State and Territory level. It recommends that over the next three years the Commonwealth continue its existing agreements with States to provide State-operated translation and interpreter services to meet needs in areas of prime State responsibility (Recommendation 38). Additional funds should be sought if further States conclude appropriate agreements with the Commonwealth.

Information

163. Information is an essential prerequisite to full participation in society. In reviewing Commonwealth information programs for migrants, the Report found them fragmentary and inadequate, and dissemination techniques ineffective. It concluded that this was not due to a lack of resources but to limitations in planning, implementation and co-ordination.

164. The Report recommended a number of measures to improve the provision of information to migrants, calling particularly for immediate action in the areas of employment, health and the law.

165. Over the past few years there has been growing activity in these and other areas by Commonwealth Government agencies. The Departments of Health, and Employment and Youth Affairs have produced a range of multilingual information materials. The Department of Social Security has advertised benefits and services on ethnic radio and multicultural television, and helped train volunteers from migrant welfare agencies. The Australian Electoral Office has been exemplary in distributing multilingual information on federal voting rights and electoral matters.

166. Further measures are required to build upon these improvements. There continues to be a heavy reliance on printed information. Little consultation has occurred between information program designers and ethnic communities, and information programs have not been regularly reviewed to assess effectiveness.

167. The Report recognised that its proposals to improve information programs would have limited impact without effective planning and co-ordination. It made two key recommendations to provide a basis for this: an extensive survey of migrant information needs; and the establishment of a co-ordinating mechanism.

Migrant Information Needs Survey

168. The Report proposed that the Department of Immigration and Ethnic Affairs commission a survey of the information most needed by migrants and the forms in which it is most accessible to them. The study was to be completed within 12 months and the findings circulated to relevant agencies. The survey was to be the basis of two associated recommendations relating to the provision of employment and legal information.

169. The Report of the survey was submitted in November 1979, and tabled in Parliament in August 1980. This timing affected the implementation of the two recommendations contingent upon its findings.

170. While many of its findings are at a high level of generality and appear quite unexceptionable the survey is of limited usefulness to those seeking to develop detailed information programs. There is little information on the needs of individual ethnic groups, and confusion in the analysis between information needs and 'problems' or 'worries'.

171. The report of the survey was distributed extensively to Commonwealth, State and non-government agencies but it does not appear to have been distributed to legal aid agencies as proposed by the Report. While of perhaps little value to people familiar with migrant issues, the survey's main purpose was assisting those who are not. A Department of Immigration and Ethnic Affairs' survey of recipients reports that there has been a positive reaction from many agencies.

172. Since the release of the Report, groups of Ethnic Liaison Officers have examined the relevance of its findings to the information programs of Commonwealth departments.

Information Co-ordination

173. To ensure that the provision of information services to migrants was more co-ordinated and systematic, the Report proposed expanding the role and staffing of the Information Branch of the Department of Immigration and Ethnic Affairs. Three functions were seen as pertinent to this role: supervision of media and information surveys; development of links with information areas of other Commonwealth agencies; and the planning and co-ordination of policy on information to migrants.

174. A three-person Policy Research and Co-ordination Unit has been established within what is now the Information Section, and its activities are largely concerned with the tasks proposed by the Report. The Section had a major role in the Migrant Information Needs Survey and is involved in work flowing from the survey report. It provides specialist knowledge to other Commonwealth bodies and has contact on information issues with State immigration and ethnic affairs officers.

175. While Commonwealth information activities for migrants have increased, there is scope for improvement and the Information Section of the Department of Immigration and Ethnic Affairs should increase its consultancy and advisory role to other Commonwealth departments. Contact between the Information Section and other departments is sporadic, and often occurs too late in the production process to affect the course of action.

176. Further opportunity to improve information programs is offered by the recent creation of an information co-ordination group by the Commonwealth. Independently of the Report, a Task Force on Departmental Information was convened in 1978 to review Commonwealth public information programs. Its findings confirmed those

of the Report that there was widespread indifference to the needs of disadvantaged groups. Following the publication of the Task Force's report in February 1982, a small group within the Department of Administrative Services was established to review, co-ordinate and advise on departmental information programs.

177. The Evaluation recommends the Department of Administrative Services information group and the Information Section develop departmental information guidelines to ensure migrants' information needs are addressed. Departments should submit information program proposals to the information group, outlining how the guidelines will be met. Where these are unsatisfactory, departments should consult with the Information Section (Recommendation 39).

178. The Information Section should monitor how departments carry out their responsibility to make adequate provision in information programs for migrant members of the community. The Evaluation recommends that the Section report annually on the range and effectiveness of multilingual information services provided by Commonwealth agencies (Recommendation 40).

Migrant Welfare

179. Migrants share with all other members of Australian society the entitlement to social security, health and welfare programs available through government and voluntary organisations. The Report's major thrust was that services to migrants should be delivered through the general programs provided to the community at large. It found, however, that these services were not easily accessible to migrants and that agencies were not always aware of migrants' needs or able to respond to them effectively. Consequently a number of urgent migrant welfare needs were not being met. Given this, the Report considered that ethnic communities and voluntary agencies, because of their flexibility, language capacities and cultural understanding, were in the best position to meet the welfare needs of migrants, and facilitate their access to general services.

180. Accordingly, a number of recommendations were made to enable ethnic and community organisations to play a greater role in welfare services for migrants. They involved:

- extension of the Grant-in-Aid Scheme
- establishment of Migrant Resource Centres
- re-definition of the role of Migrant Services Units
- introduction of a Migrant Project Subsidy Scheme
- cessation of funding to Good Neighbour Councils

Good Neighbour Councils

181. Good Neighbour Councils were established in the early post-war period to welcome and assist new arrivals. The Report found that Councils had become largely irrelevant to current migrant needs and that their functions would be more effectively carried out as part of an approach that took account of ethnic communities' growing capacity and desire to provide their own services.

182. It therefore recommended that the Commonwealth cease funding to the Councils over a two-year period and that a working party be established to assist with

staff placement and other administrative problems associated with cessation of funding.

183. Five Councils dissolved themselves or ceased functioning and the remainder secured State government support to enable them to continue. The savings achieved in Commonwealth expenditure were $2.85m, marginally higher than anticipated. The working party had little success in staff placement but played a valuable role in negotiations over staff superannuation, and devised an income maintenance scheme which assisted many staff.

184. In one capacity or another, many of those associated with Good Neighbour Councils remained involved with migrant welfare after the withdrawal of Commonwealth funding. Although a number of volunteers were lost, particularly in New South Wales, five Good Neighbour Council networks were retained by the Councils themselves or transferred to new programs. Four Councils assisted the establishment of Migrant Resource Centres, and many of the leadership positions in new programs were assumed by former members of Good Neighbour Council executives.

Grant-in-Aid Scheme

185. A key element in the Report's strategy to encourage ethnic groups' own welfare services was the Grant-in-Aid Scheme, which provides funds to voluntary organisations to support the employment of social and welfare workers.

186. The Report found an urgent need for more specific welfare assistance to migrants and considered the Scheme offered one of the most effective means of meeting these needs, especially where bilingual staff were employed. It proposed a substantial expansion of the Scheme to support an increased welfare role of ethnic and voluntary organisations, particularly those that were less developed; an increase in the employment of bilinguals and welfare workers; and an extension to the Scheme's activities. To achieve this, it recommended a major increase in funds allocated to the Scheme, sufficient to allow the number of grants to be doubled. It was proposed that grant terms be extended from one to three years, and 'Grant-in-Aid Co-ordinators' be appointed to provide professional support and staff training.

187. The Evaluation has found that the Report's objectives in extending the Scheme have been achieved to a significant degree. Ethnic and other voluntary agencies have responded positively to the new opportunities and considerably increased the resources directed to welfare services. At June 1981, grants held by ethnic agencies constituted 49 of the 112 grants made since the Report was adopted. A further 12 were held by Ethnic Communities Councils and Migrant Resource Centres.

188. A significant measure of success has also been achieved in enhancing the involvement in welfare activities of less well developed ethnic agencies. A significant number of grants have been made to ethnic agencies which had not previously employed paid welfare staff.

189. The majority of grants have been awarded to agencies in capital cities, and tend to be very concentrated in their location. This creates some problems for client access because a number of migrant groups are very dispersed in their residential settlement. There is marked need and scope for welfare agencies to offer sessional services in a larger number of locations, by out-posting staff to centres in areas where their relevant groups live.

190. Considerable progress has been made towards increasing the employment of bilingual staff. At the end of 1981, 81 of 105 workers interviewed for the Evaluation

had relevant bilingual skills. The number of welfare workers employed has also increased significantly.

191. Most of the work of Grant-in-Aid staff is with individual clients, providing information, advice and assistance on matters identified by the Report as highly relevant to migrants. This includes support for isolated people, provision of information and counselling people with emotional problems. Many Grant-in-Aid workers have established and run small social groups, mainly for women and the aged, and workers spend a considerable proportion of their time helping clients get effective assistance from general organisations.

192. Apart from work with ethnic groups and clients, many Grant-in-Aid staff are involved in community education work, such as talking to clubs and groups about migrant welfare issues.

193. Although the Report sought to broaden the Scheme to include 'preventive' community development activities, few major projects of this nature have been undertaken as yet. The momentum towards community work is increasing and several well established ethnic agencies have expressed considerable interest in undertaking a greater community development role for their own and other ethnic groups.

194. A national picture of client usage of Grant-in-Aid agencies cannot readily be obtained. Detailed study of two well-established welfare agencies indicated that the average case contact workload was 1,900 significant contacts per worker per annum. Most clients had been in Australia for over a decade and 70% of clients were making contact for the first time, indicating a continuing need for ethnically based services even after a lengthy period of settlement.

195. As proposed by the Report, Grant-in-Aid Co-ordinators were appointed by the Department of Immigration and Ethnic Affairs to train, support and co-ordinate workers in the Scheme. Most Grant-in-Aid workers report quite positive contact with Co-ordinators, but a significant number would like more support and increased formal training.

196. The extension of the Grant-in-Aid Scheme has been strongly supported by ethnic groups and communities, and it has greatly assisted their self-help activities. An equally positive response to the services provided under Grant-in-Aid is made by clients, who particularly appreciate being able to communicate in their own languages with welfare staff who understand their cultural background.

197. The Evaluation's conclusion is that ethnic and community organisations have shown themselves capable of providing effective welfare services, and are willing to carry greater responsibilities. The Evaluation considers that their capacity to do so should be strengthened and recommends the Scheme be extended by 60 additional grants to be awarded over the next three years (Recommendation 41).

198. Some aspects of the Scheme need revision in order to enhance its operations. In particular, the levels of grants have not been adjusted for some time while costs have significantly increased, putting a severe financial strain on a number of agencies. The Evaluation recommends an immediate 25% increase in the levels of Grants-in-Aid, increased assistance with ancillary costs, and annual adjustment of grants to take account of anticipated increases in costs (Recommendation 43). In addition, an establishment grant for new agencies is proposed (Recommendation 44).

199. To ensure that all groups have an adequate opportunity to apply for grants, the Evaluation recommends that the availability of grants should be well-publicised, and

applications called for once a year and assessed at the same time (Recommendation 45). The aim should be to provide maximum continuity in the provision of services that is consistent with directing resources to areas of high priority. Particular priority should be given to supporting the movement towards self-help of less well-developed groups.

Migrant Resource Centres

200. In a number of areas around Australia, typically outside metropolitan and inner suburban regions, the Report found there were large numbers of migrants but few welfare services. To stimulate self-help activities among local ethnic communities and provide a base for welfare services in these areas, the Report proposed the establishment of migrant resource centres.

201. These were to be bases from which ethnic groups could work locally and provide such services as bilingual welfare counselling, facilities for meetings of ethnic groups, English-language classes and cultural activities, and information services.

202. It was regarded as essential that the centres' establishment and operation allowed for community involvement and encouraged volunteers, especially from the ethnic communities, in a range of self-help activities. The centres were to be operated by incorporated bodies with membership from local ethnic and community organisations.

203. By June 1981, 19 Centres had been established, one more than the Report had suggested. A number have developed a wide range of activities and attracted considerable community involvement and support. Their experience points to the value of the concept as proposed by the Report. Overall, however, the Evaluation has found that the potential of Centres is not being fully realised, and a number of adjustments should be made to their patterns of work, financing, management and location.

204. The Report envisaged that Centres would mainly serve as a base and facility for welfare and related services. Thus far they have had limited success drawing in personnel from voluntary or government agencies, and activities tend to be run by staff employed by Migrant Resource Centres. The Evaluation considers that Centres must make greater efforts to have government and ethnic welfare agencies use their premises for sessional services.

205. Most Centres have managed to live within the funds provided, but there have been concerns that rising costs will create financial difficulties. It is recommended that their funding be adjusted annually to take appropriate account of anticipated increases in costs (Recommendation 46).

206. Little progress has been made to establish governing structures of Centres as proposed by the Report, and most committees of management are appointed. Many are still formulating priorities for their Centres' work programs.

207. The Evaluation considers that the composition of management committees should give emphasis to the involvement of communities, organisations and service providers. To give effect to this objective, it proposes guidelines for the membership of Committees of Management to include representatives of the Department of Immigration and Ethnic Affairs, local government, community welfare agencies providing services at the Migrant Resource Centres and elected members (Recommendation 47).

208. Representation of service providers from voluntary organisations on manage-

ment committees should encourage their active involvement with Centres, and further the possibility of co-ordinated action by welfare agencies in the areas in which Centres are located.

209. Perhaps the major constraint on the development of Migrant Resource Centres is that a significant number appear to be inappropriately located. Some are in areas in which there are other agencies providing welfare services, while other areas with many migrants have fewer services.

210. The physical location of Centres was seen by the Report as critical to their success, and it suggested that Department of Immigration and Ethnic Affairs officers should act as 'initiators', assessing whether Centres were needed and if so involving local people in their establishment. This took place only to a limited extent. The initiating studies which were undertaken prior to the establishment of Migrant Resource Centres do not allow a firm judgment to be made about the appropriateness of the present locations, and it is therefore recommended that their locations be reviewed (Recommendation 48).

211. The various steps which have been proposed above should strengthen the role of Migrant Resource Centres and allow their potential to be realised. However, in view of the limited progress to date, the whole concept of Migrant Resource Centres should be thoroughly evaluated once the recommendations have had time to take effect (Recommendation 49).

Migrant Services Units

212. The Report believed that as the welfare activities of ethnic and voluntary agencies became more effective, there would be a reduced demand and need for direct casework provided by the Department of Immigration and Ethnic Affairs. This would allow Migrant Services Units to change their major activity from direct welfare and social work, to consultancy, community development, and the co-ordination and support of the Grant-in-Aid funded projects.

213. In recommending that the functions of Migrant Services Units be revised along these lines, it was proposed that 24 positions be upgraded to perform the new tasks. The Report also suggested that the decreased casework responsibility would allow Migrant Services Unit staff numbers to fall by 30 in the second and third years of the program.

214. Immediately following the Report's acceptance, some 20% of the Units' social workers and welfare officers were involved in implementing the Report's initiatives. As a result, direct service provision was reduced earlier than the Report expected. In the context of a continuing, if not increasing, demand for direct services, the Government in January 1979 endorsed a restoration of Migrant Services Unit casework and referral services until it was clear that effective alternative services were being provided.

215. In subsequent years direct service activities have been restored. Consultancy and community development roles have not eventuated to the extent proposed by the Report. Migrant Services Units have found co-ordination, professional support and training for the Grant-in-Aid Scheme a difficult responsibility. Moreover, rather than decreasing, Migrant Services Unit staff numbers have in fact grown slightly. It is clear that the intended revision of Migrant Services Unit functions has not eventuated. The Evaluation has found that ethnic and other community agencies have proven to be

effective providers of welfare services to migrants. It therefore considers that it is now timely for a re-adjustment in the role of Units.

216. There are areas of need where the government sector is well placed to assist, particularly in providing assistance to newly arrived people in hostels. It is recommended that the functions of Migrant Services Units be revised to give them responsibility for the welfare of hostel residents, and for other groups in the community whose needs are not catered for by the voluntary sector (Recommendation 50).

217. The expansion of the voluntary sector's welfare role which the Evaluation proposes needs effective support and co-ordination. To achieve this, the Evaluation recommends that a community welfare unit be established within the Department of Immigration and Ethnic Affairs. Its activities would include assisting ethnic groups to develop their welfare services, training Grant-in-Aid workers, and evaluating projects funded under the Grant-in-Aid, Migrant Resource Centre and Migrant Project Subsidy programs (Recommendation 51).

Migrant Project Subsidy Scheme

218. To encourage self-help among ethnic communities and to improve their ability to respond to needs, the Report proposed that 'once-only' grants be made available for projects initiated by ethnic and community groups. An annual budget of $150,000 was set and a ceiling of $5,000 was placed on grants. Priority was to be given to pilot programs for initiatives or for changes in direction in existing welfare-related areas.

219. Over three years, 146 grants were awarded and all allocated funds were spent. The Scheme has proven a useful resource for ethnic and voluntary groups, funding a wide range of projects which have assisted agencies to extend and improve their services. A small number of grants have also been made to unions for multilingual information programs to inform migrant workers about the role of unions and rights in employment.

220. The majority of applications for grants have not been of the innovative character the Report particularly hoped to assist and the Evaluation considers there is scope to encourage more such applications. An increase in the ceiling should attract a greater range of applications in the priority areas. It is therefore recommended that grants should be available up to $10,000 each, and the total allocation for the Scheme should be increased to $200,000 per annum (Recommendation 52).

Special Needs

221. Although as a whole the Report was directed at the general problems confronting migrants, it also identified special areas of need and some groups in need of special assistance. These called for measures to advance objectives that could not be achieved through the implementation of the Report's general recommendations. Areas of concern included income security anomalies, employment and health. Groups with special needs included women, the aged, young children and the handicapped.

Income Security Anomalies

222. A number of anomalies in the Australian income security system were highlighted by the Report. Three – residential qualifications for pensions and benefits, maintenance guarantees and the administration of special benefits – were

seen as significantly disadvantaging some migrants. Others, notably the availability of overseas pensions and benefits, and tax rebates for overseas dependants, gave migrants some advantage. The Report proposed that the Government give high priority to resolving these anomalies.

223. Significant differences exist with respect to eligibility for Australian pensions, as reciprocal pensions agreements relieve British and New Zealand migrants from complying with normal residence requirements. The Report noted two options available to the Government – reducing or abolishing residence qualifications or negotiating further reciprocal agreements. The anomaly still exists, and the situation needs attention.

224. The Evaluation does not consider the first option is practical, and the second should be pursued. The present agreements with Britain and New Zealand are disadvantageous to Australia and it is recommended the Government re-negotiate them, but guarantee existing rights of residents. The new agreements should provide a model for agreements with other countries (Recommendation 53).

225. The Commonwealth may require residents to enter into a 'maintenance guarantee' as a condition of sponsoring the entry of particular categories of migrants. The Report noted extensive criticism of this system and believed it required review. A revised system, the Assurance of Support Scheme, was introduced in April 1982. This clarifies sponsors' obligations, but is otherwise essentially similar to the previous scheme. No explanatory leaflets have been produced in community languages.

226. The major difficulty caused by maintenance agreements relates to the administration of special benefits. Special benefit is a discretionary payment to people in need who are not eligible for other pensions or benefits. The Report found that where sponsors were unable or unwilling to maintain persons brought out under guarantee arrangements, migrants were rarely paid special benefits. It considered special benefit should be provided on a more liberal basis. This suggestion has not been pursued as actively as is desirable. The Evaluation believes that a more liberal approach is needed and does not consider this would have significant financial implications.

227. The availability of overseas pensions was seen by the Report as an anomaly advantaging some migrants who could receive a non-contributory pension from overseas as well as an Australian pension. The Evaluation considers the matter should not be resolved in isolation from the broader social security arrangements within which it arises. It would not be equitable to introduce restrictions only on those who derive income from overseas.

228. The right to claim tax rebates for dependent spouses, parents, parents-in-law and invalid relatives living overseas was seen as advantaging some migrants and the Report saw this as an unreasonable burden on the Australian taxpayer. The Government withdrew the tax rebate in November 1978, except for dependants intending to join a breadwinner in Australia, or those temporarily staying overseas.

Employment

229. The Report noted that the unemployment rate among overseas-born workers was higher than for the Australian-born. While recognising that the main causes of unemployment were the same for both groups it considered that inadequate English made the situation worse for many migrants. Further, problems with English made it difficult to retrain migrants whose skills were no longer in demand.

230. In recent years the Commonwealth Employment Service has sought to increase

migrant access to its services by providing special training for staff and making use of bilingual personnel. These activities are welcome and should be extended.

231. The Department of Employment and Youth Affairs has begun to monitor migrant participation in employment training programs. Preliminary data indicates only a relatively small proportion of migrants are participating in training courses. Migrant involvement in the Community Youth Support Scheme is also believed to be quite low, and the Department of Employment and Youth Affairs has recently initiated efforts to attract more migrant youth. The Evaluation recommends that the Department of Employment and Youth Affairs give priority to encouraging participation in training programs by migrant groups experiencing high rates of unemployment (Recommendation 54).

232. More information is required about the likely employment consequences of new technologies for migrant workers in Australia, and it is recommended that the Australian Science and Technology Council examine this issue in its general study of technological change and employment (Recommendation 55).

233. With respect to migrants at work the Report believed that a lack of multilingual information and an inability to speak English fluently made it likely that many would not receive, or would misunderstand safety instructions, and that this contributed to a high rate of industrial injury among migrants. The same factors meant migrants were often unsure about the role of unions, took little active part in them and were often ignorant of their rights in employment.

234. The Report recommended Commonwealth, union and employer bodies meet with a view to developing and distributing information about employment and the role of unions. Little has resulted from this recommendation, as none of the parties appear to have responded to it with any vigour.

235. The Report also proposed that unions and small employers be permitted to have essential employment information translated and printed by government facilities at nominal cost. Responsibility for implementation lay with a government agency which was not well-placed to pursue it, and which considered the proposal impractical. Only a very small number of employers have had material translated and printed under this program and the two union applications were unsuccessful.

236. At an early stage, the Government agreed that the recommendation should be jointly implemented with another, which proposed that safety information already in preparation be widely distributed. No funds were identified by the Report for this latter recommendation. Joint implementation provided funds which have enabled the production and dissemination of some innovative and impressive general safety information materials. This is welcome, but the promotion of industrial safety should as a matter of principle take account of the multicultural, multilingual nature of the workforce, and not be dependent on an 'extra' source of funds.

237. A further recommendation by the Report provided that unions be eligible to apply for grants under the Migrant Project Subsidy Scheme to inform migrants about unions and make union officials aware of migrant problems. A small number of unions have received funds to develop multilingual programs. The Evaluation proposes that the funding of union-initiated projects should continue.

238. Throughout the post-war period, many migrants have faced problems in under-use of their skills, and in securing recognition of qualifications obtained overseas. A major problem has been in gaining recognition of sub-professional and

technical qualifications, and the Report recommended extending the functions of the Committee on Overseas Professional Qualifications to include this area.

239. The Committee's terms of reference were changed accordingly in 1978. In view of general concern over the recognition of qualifications, the Commonwealth Government has recently established a Committee of Inquiry into the Recognition of Overseas Qualifications to undertake a broad review of the area.

Health

240. The Report proposed a number of measures to assist migrant understanding and use of health services and to improve the health care system's capacity to respond to their needs.

241. The lack of multilingual information about medical and health services and related matters was regarded as critical. The Report recommended that the Commonwealth Department of Health develop and distribute information in major community languages on all aspects of health care and develop short information segments for ethnic radio.

242. The Department has produced a number of pamphlets in a range of community languages and distributed them to various government and community agencies. However, the Evaluation found they are not readily available in hostels and community health centres.

243. Little use is made of non-print media, which have been found to be very important sources of information for non-English-speakers. Accordingly the Evaluation recommends that the Department of Health develop health care information for broadcast by ethnic radio and multicultural television (Recommendation 58).

244. Even when migrants are aware of health services, language and cultural barriers often hinder access. The limited data available suggest only a small number of doctors and other health workers are bilingual and few medical schools offer subjects on the health care needs of ethnic groups. Knowledge of the extent of need for additional bilingual personnel is important and as a first step information is required on current resources. It is therefore recommended that surveys of community-language skills among health professionals be conducted under the auspices of the Commonwealth Department of Health (Recommendation 59).

245. To offset the shortage of bilingual health personnel, the Commonwealth introduced a program to assist the development of State health interpreting services. Progress has been slow and two States have not participated. As a result, the distribution of health interpreting services between various States and Territories is uneven.

246. The availability of health interpreting services in public hospitals and health centres has generally improved, but after-hours services and those available for private medical practices have not developed to the same extent. There is a heavy reliance on the Telephone Interpreter Service to meet needs in these areas.

247. While proposing measures to increase the number of bilingual medical professionals, the Report recognised it would be some time before these took effect. It considered important health care functions could be performed by ethnic health workers trained to work with their own communities. Accordingly, it recommended additional funds be provided under the community health program to employ 50 ethnic health workers to undertake a range of preventive and health support activities.

The Commonwealth was to provide all the funds in the first year and thereafter on a cost-sharing arrangement with the States.

248. Implementation has taken some time to gain momentum, and by June 1981 only 31 health workers had been appointed. Two States have not agreed to participate and three others employ additional workers from their own funds.

249. The Report intended ethnic health workers to provide health education and preventive and support services, particularly in parent and child health care, mental health, rehabilitation and care of the elderly. The Evaluation has found health workers assist predominantly with parents and children at home and in schools. Less prominent areas have been work with the aged and with isolated women. A small number are involved with rehabilitation centres. Many are also involved in other areas, such as assisting in welfare problems and interpreting.

250. Most ethnic health workers are bilingual. Less than one-third of them have previous experience or qualifications in health care and most see a need for greater provision of in-service training. The Evaluation suggests that State health authorities should provide training appropriate to their needs.

251. The innovation of ethnic health workers has been valuable in assisting migrant use of community health services and, together with health interpreting services, should be extended. This cannot be achieved readily as the present basis of health services funding is specified by law up to 1984/85. It is recommended that the Department of Health consider means whereby such extension may be brought about, particularly in States where these services are seriously under-represented. Specific attention should be given to developing means whereby private practitioners may gain access to health interpreters and ethnic health workers (Recommendation 57).

Migrant Women

252. The Report received evidence of particular difficulties experienced by migrant women at work and at home, and in making full use of health services. It considered that programs and services should recognise the disadvantages of migrant women, and suggested the implementation of its general recommendations should take particular account of these needs. It was the task of each implementing agency to ensure that this occurred.

253. The initial response of implementing agencies was generally positive. Most activity appears to have been in the sphere of welfare. A number of Grant-in-Aid agencies undertake projects directed at women's needs, although no grants have been allocated specifically for work in this area. Some initial settlement programs have given specific attention to migrant women's needs and 23 projects for women have been supported under the Migrant Project Subsidy Scheme.

254. While the recommendation was an important stimulus to developing awareness of migrant women's needs, the general impact has been very limited. Specific action is now required. There is a need to contact newly arrived women who settle directly in the community and frequently do not know about services and programs. The Evaluation recommends that Migrant Resource Centres take on a responsibility for contacting newly arrived migrant women (Recommendation 59).

255. Assistance should be extended to migrant women in industry, and to those experiencing problems arising from family conflict. The Evaluation recommends that

five Grants-in-Aid in each of the next two years be earmarked for projects relating to migrant women (Recommendation 60).

The Aged

256. The growing numbers of migrant elderly, and changing community and family patterns, are placing increased pressure for assistance and support on government and voluntary agencies. The Report suggested that special initiatives be taken in relation to institutional care, support services at home, and counselling on sponsorship of aged relatives.

257. The Report recommended that the Commonwealth and States jointly fund ethnic groups to employ 20 ethnic workers to work with elderly migrants and their families, providing practical assistance as well as information and advice about services and entitlements.

258. The proposed arrangement had to be modified as a result of restrictions in the relevant legislation, and the Commonwealth implemented the program by itself through the Grant-in-Aid Scheme. Absence of State funding has meant that only 9 new grants have been made specifically for work with the aged. However, a number of workers appointed have been at a higher level than originally anticipated. Other Grant-in-Aid workers have undertaken activities to assist the ethnic aged.

259. Demographic data, a number of reports, and community consultations all point to pressing needs among the migrant and ethnic elderly. The breadth and complexity of the issues involved require detailed study to enable appropriate programs to be formulated. A major research study of the needs of the migrant and ethnic aged is to be undertaken by the Australian Institute of Multicultural Affairs.

Young Children

260. The Report found that although a high proportion of migrant women were at work, those of non-English-speaking backgrounds made relatively little use of child-care centres and pre-schools. It saw as a key priority the extension of child-care services, and the employment of staff to assist the migrant child's transition from home to school. Three recommendations were made to advance these objectives:

- a review of child care policy, with priority to be given to funding facilities at work places
- the employment of community development officers to help establish home-based and similar child-care arrangements
- the employment of 25 ethnic children's services workers by ethnic groups to help children in home to school transition.

In each of these areas, implementation has not fulfilled the Report's expectations.

261. A review of child-care policy has not been undertaken with a view to conferring priority on the funding of child-care facilities at work, and few projects have been funded under this recommendation. The Office of Child Care has suggested that there is little demand for work-based child-care facilities and does not consider the recommendation practicable. These views are not shared by other agencies, but the evidence is not conclusive. The Evaluation therefore recommends that the National Women's Advisory Council undertake a study of the feasibility of promoting work-place child-care (Recommendation 61).

262. Insufficient attention appears to have been given to the Report's proposal to encourage applications for developing community-based child-care services. The

Evaluation believes a need continues to exist and recommends that five Grants-in-Aid be earmarked to assist in the development of child-care services in areas where there are a large number of working mothers (Recommendation 62).

263. Implementation of the Report's recommendation for the employment of ethnic children's services workers has also varied significantly from the proposed approach. By June 1981, grants for 44 ethnic children's services workers had been approved by the Office of Child Care, of which about 16 were made to ethnic-based agencies. The Evaluation welcomes the expansion of the program beyond the Report's proposal. Within the program, it considers that priority should be directed to workers employed by ethnic groups so as to enhance the direct involvement of ethnic communities in the development of child-care services. It therefore recommends that the number of grants awarded to ethnic-based organisations be increased to 25 by June 1983, in line with the Report's proposal (Recommendation 63).

The Handicapped

264. The migrant handicapped are disadvantaged both by physical or mental disability and by the problems of language, cultural difference and adjustment to a new society. The Report found that disabled migrants had limited access to rehabilitation services and service providers lacked adequate understanding of their needs. It proposed that ethnic health workers be employed in rehabilitation centres, that Commonwealth migrant service personnel participate in in-service training for rehabilitation staff, and that State rehabilitation services offer English-language courses for migrant clients. There has been some progress in these areas.

265. In 1981, the Department of Social Security introduced ethnic counsellors to provide counselling and information to migrant clients in Victorian rehabilitation centres. The innovation is being evaluated and similar programs may be introduced in other States.

266. The International Year of Disabled Persons (1981) stimulated a number of initiatives of direct relevance to the migrant handicapped. The Evaluation considers it would be highly worthwhile to undertake a general review of activities to provide a detailed picture of services available and gaps where action is required. Accordingly, it recommends the National Advisory Council for the Handicapped undertake and publish such a review (Recommendation 64).

The Law and Civil Rights

267. The law is a central institution of our society. To be effective, the legal system needs not only to command popular confidence but also to be responsive to significant changes in community needs and values. One such change is Australia's post-war transformation from a relatively culturally and ethnically homogeneous society to one characterised by considerable diversity.

268. The Report examined the special problems faced by migrants coming into contact with the law and its associated institutions, and proposed action to protect their rights and interests in the legal and electoral systems, and in other areas of civil rights.

269. Migrant contact with the major legal institutions was found by the Report to be beset by a number of difficulties requiring remedy. There was a shortage of interpreters; the criminal investigation process lacked clear guidelines to protect the rights of people not fluent in English; legal personnel were not trained to appreciate

the implications of their clients' cultural diversity; and many migrants lacked information about key aspects of the legal system.

Interpreters

270. The Report sought to increase the availability of interpreters by recommending that the Commonwealth assist the States upgrade their translation and interpreting services. The position has subsequently improved, although not as greatly as had been hoped. Migrant access to interpreting assistance is also affected by other issues which the Report did not examine directly – the circumstances in which interpreters are used, responsibility for costs, and interpreter competence.

271. The Evaluation found interpreters are mainly used when migrants are clearly incapable of understanding English. Government legal aid agencies appear to have no guidelines for providing interpreters and police standing orders and practices vary considerably. Similarly in the courts, guidelines on interpreters and standards are variable. The Evaluation recommends the Australian Law Reform Commission undertake a study of interpreter usage in Australian legal systems, and formulate principles as a basis for Commonwealth legislation and a model for uniform practice throughout Australia (Recommendation 65).

272. The cost-bearing situation is generally satisfactory. No payment is required of individuals in legal aid conferences or police interviews. States generally bear interpreter costs in criminal matters if courts or police make the appropriate arrangements. However, in a number of summary jurisdictions convicted defendants may be required to pay interpreter costs. This practice is inconsistent with the International Covenant on Civil and Political Rights.

273. In the Family courts, parties must arrange their own interpreters. They may use friends or relatives. Those engaging professional interpreters have to pay for their services. The Evaluation considers that financial circumstances should not prevent parties to Family Court proceedings from using competent interpreters, and recommends that the Family Law Council should report to the Government on difficulties of people with low incomes securing interpreters for Family Courts, and suggest how these might be overcome (Recommendation 66).

274. Use of untrained interpreters of unassessed competence is widespread. The Evaluation considers that legal institutions should endeavour to use only interpreters accredited at the appropriate standard of the National Accreditation Authority for Translators and Interpreters or an appropriate equivalent, and recommends that the Commonwealth request all legal bodies for which it is responsible to use appropriately accredited interpreters (Recommendation 67).

Criminal Investigation

275. The Report noted that the criminal investigation process lacked clear guidelines to protect the rights of people not fluent in English. It recommended that provisions particularly pertinent to the protection of these rights be retained in the Criminal Investigation Bill introduced into the Commonwealth Parliament in 1977. This Bill lapsed with the dissolution of Parliament. Its successor, introduced into the Senate late in 1981, has diminished safeguards for non-English-speakers.

276. The 1977 Bill generally made *fluency* the standard governing communications between the police and interviewees of non-English-speaking backgrounds. The 1981 Bill has made *reasonable fluency* the governing standard for all communications. This represents a significant diminution to the protection offered. Moreover, while the

1977 Bill provided that a person not fluent in English could be interrogated only by a competent interpreter, the 1981 Bill allows interrogation by a bilingual policeman or communication by any means which are 'satisfactory'. This change also diminishes the protection given to people of non-English-speaking backgrounds. Further difficulties arise with respect to the validation of records of interview.

277. The 1981 Bill's provisions thus significantly and unnecessarily reduce the protections for migrants proposed by the 1977 Bill. The Evaluation recommends that the Bill be amended to give adequate protection to migrants in the criminal investigation process (Recommendation 68).

Education of Legal Personnel

278. The Report found that legal personnel were not trained to appreciate the implications for their work of dealing with clients of diverse cultural backgrounds. It directed its attention to law students, practising lawyers and the Family Court.

279. With respect to law students and lawyers, little progress has been made since the Report, either in student courses or in educating practising lawyers.

280. The judiciary has responded in a variety of ways to the need for greater awareness of legal problems in a multicultural society. Within the Family Court, training of judges and other personnel has been proposed. The subject of multiculturalism and the law has not appeared on the agenda of any major conference for judges of any jurisdiction, although the problems of migrants have been discussed at several conferences and seminars for magistrates.

281. In terms of substantive law, there has been significant recognition by judges of the High Court and the Supreme Court of Victoria that rules imposing liability or ascribing guilt on the basis of an Anglo-Saxon prototype can be both unjust and ineffective in a multicultural society. Judges and law reform agencies have clearly put the view that the law needs to respond to the multicultural development of the Australian community. This sensitivity needs to be extended throughout the legal profession.

282. It is also vital for the police to be aware of the nature and values of the community in which they work. There has been growing recognition of the significance of ethnic diversity in a number of police training programs. These initiatives need expansion and consolidation.

Information

283. The Report found that many migrants lacked information about key aspects of the legal system and called for an improvement in migrant information relating to legal aid and bail procedures.

284. It recommended that the Commonwealth Legal Aid Commission should pass on the results of the Migrant Information Needs Survey to State departments and legal aid schemes and services operating throughout Australia. The survey report was not distributed as recommended. Given the survey's level of generality, this does not appear to have greatly affected legal aid services' provision of information to migrants. Many agencies are making substantial efforts to inform migrant groups of their services, and the evidence suggests that they have been successful in increasing migrant awareness and usage of legal aid services.

285. The Report noted that bail procedures were unfamiliar to many migrants and simple explanations were needed in community languages to assist them. Multilingual

leaflets on bail procedures have been produced in three States, and most other States and Territories plan to publish this type of information.

Discriminatory Legislation

286. The Report noted inequalities of voting rights between migrants and recommended that all migrants be placed on an equal footing in their voting rights. The Government has amended the *Commonwealth Electoral Act* accordingly but the amendments have not yet been proclaimed. All State governments have agreed that the adult franchise should be based on Australian citizenship, and the Evaluation recommends that the Commonwealth Government announce that amendments to the *Commonwealth Electoral Act* will be proclaimed on Australia Day 1983 (Recommendation 69). This should allow the States adequate time to carry their commitment in principle into legislative action and permit a uniform, Australia-wide commencement date.

287. The *Commonwealth Public Service Act* gives migrants who are British subjects immediate eligibility for employment as permanent officers, while requiring other migrants to acquire Australian citizenship before they are eligible. Such discriminatory legislation is not acceptable in contemporary Australia. The Evaluation recommends that all Acts covering Commonwealth employment which have a nationality requirement be amended to make Australian citizenship the only eligibility requirement (Recommendation 70).

288. Some migrants are legally classified as 'immigrants', while others are classified as 'aliens'. The latter category is subject to a number of disabilities which do not apply to 'immigrants'. This discrimination is inconsistent with the commitment to treating all migrants equally, and the Evaluation recommends that Commonwealth legislation discriminating between 'immigrants' and 'aliens' be amended so that all migrants to Australia are accorded equal rights (Recommendation 71).

289. A number of other Commonwealth Acts contain provisions discriminating unfairly between migrants from different countries. The Evaluation recommends that the Attorney-General's Department should, within six months, prepare a report on all Commonwealth legislation involving such discrimination, and suggest amendments necessary to remedy the situation (Recommendation 72).

Other Civil Rights

290. During the past few years, the Australian Electoral Office has used a variety of media to disseminate information in community languages about electoral matters and voting rights. Its approach provides a model of what action should be taken, particularly by State and local government authorities who have not adequately served ethnic communities in this matter.

291. The Report found migrants' usage of the Commonwealth Ombudsman to be low and recommended that more information be provided about the Ombudsman's role. Subsequently various methods have been used to promote this awareness but they appear to have had a limited impact. The Evaluation recommends the Ombudsman's 1982/83 publicity program have as its main priority the dissemination of information in community languages through the ethnic media and multicultural television. Migrant usage of the Ombudsman's office should be monitored to determine the effectiveness of the Ombudsman's publicity in reaching migrant members of the community (Recommendation 73).

292. The Report found that the information needs of migrants relating to consumer

protection were not being adequately met. Each State and Territory has taken some action to provide information to migrants but few give this a high priority. Occasionally, they seem to have little understanding of the issues involved.

293. The Report saw the proliferation of anti-discriminatory machinery in Australia as causing confusion. It suggested that the proposed Human Rights Commission might subsume the variety of anti-discriminatory machinery so as to achieve equality and uniformity throughout Australia. The Human Rights Commission is now established. It has not incorporated State bodies, but the Commission and State agencies are consulting with a view to ensuring consistency of approach. The Human Rights Commission should carefully monitor the effectiveness of current strategies.

Broadcasting and The Arts

Ethnic Radio

294. The Report noted extensive support and demand for ethnic radio services throughout Australia and recommended upgrading and extending existing ethnic radio services. Subsequently reception has been improved and extended in Sydney and Melbourne and translator stations in Newcastle and Wollongong have commenced relaying programs from 2EA.

295. The extension of ethnic radio beyond these centres has been undertaken by subsidising existing public broadcasting stations to provide ethnic radio programs. This was seen by the Government as the most appropriate and cost-effective short-term means of meeting the Report's intention, rather than establishing a network of new stations.

296. In the past three years, these measures have extended ethnic radio broadcasts to all major cities and centres identified by the Report as of high priority. The number of stations offering programs, program hours, and languages covered have increased considerably to meet the needs of ethnic communities.

297. Audience surveys commissioned by the Special Broadcasting Service, and independent surveys undertaken for the Evaluation, indicate high listenership and a positive response to programming. Stations 2EA/3EA have been found to be a major source of information for migrants about welfare and community services.

298. There is a strong demand for more community participation in programming of ethnic broadcasting. The establishment of an Advisory Council to the Special Broadcasting Service has been announced by the Government to replace the previous national and state ethnic broadcasting advisory committees. The Evaluation sees it as desirable for the new Advisory Council to review arrangements for community consultation on programming and procedures for scheduling and allocation of programs.

299. The Evaluation has found that audience enthusiasm for radio 2EA/3EA remains strong, and that their services are to a considerable degree meeting the needs identified by the Report. Public broadcasting stations have proven an appropriate, popular and cost-effective means of extending regular ethnic radio services to communities not directly catered for by the Special Broadcasting Service.

300. The long-term development of ethnic radio is currently being examined by a working party established by the Department of Communications. It seems clear that for the next few years ethnic radio broadcasting, outside those areas already served by the Special Broadcasting Service, will be provided mainly by public broadcasting stations. Continuity of funding and adequacy of subsidy will be important to their

effectiveness in this role, as will the training of staff involved in program presentation. The Evaluation recommends that subsidies be increased to $650,000 in 1982/83 (Recommendation 74). It further recommends that over the next three years $90,000 be made available to the stations to train people involved in the production and presentation of ethnic programs (Recommendation 75).

301. The Dix Report criticised the Australian Broadcasting Commission's continuing failure to reflect Australia's multicultural character in its programming, organisation and staffing. The Evaluation believes this criticism is well-founded and considers the Australian Broadcasting Commission should play its role in providing ethnic programs to areas not served, or inadequately served, by the Special Broadcasting Service and public broadcasting stations.

Multicultural Television

302. The Report endorsed the Government's commitment to establish ethnic television. Its view was that in order to meet the objectives of assisting migrant settlement and developing multiculturalism, the new service should program for specific ethnic groups and also aim to attract a multilingual audience. It envisaged a three-year development period to enable technical and programming issues to be resolved, and to allow for widespread consultation. It recommended that a small task force be authorised to establish a pilot ethnic television station. The National Ethnic Broadcasting Advisory Council was to undertake consultations on the format, content and administration of ethnic television.

303. In 1979 and 1980 the Special Broadcasting Service transmitted pilot programs in Sydney and Melbourne. The Government established an Ethnic Television Review Panel to conduct public consultations and advise on options for a permanent service.

304. The Panel submitted three reports which made a number of recommendations. These included the establishment of an Independent and Multicultural Broadcasting Corporation to replace the Special Broadcasting Service. The proposed objectives and programming strategy specified that the essence of multicultural television, as distinct from multilingual or ethnic television, was that it both serve the needs of ethnic communities and be accessible to all Australians. A number of programming options were outlined stressing the need for continued experimentation with format, scheduling and content.

305. The Government endorsed the Panel's approach and philosophy. The Independent and Multicultural Broadcasting Corporation Bill passed through the House of Representatives and was subsequently referred by the Senate to its Standing Committee on Education and the Arts which recommended that multicultural television be provided on an interim basis by the Special Broadcasting Service and that other matters be referred to the Dix Committee. The Government accepted the first recommendation and multicultural television commenced in October 1980.

306. Surveys undertaken in 1981 found that most viewers from non-English-speaking backgrounds, and a large percentage of those from English-speaking backgrounds, had watched Channel 0/28. However, the station's rating was not high, being only about 2% of the evening viewing audience in Sydney and Melbourne. Reception problems which affect 42% of Sydney homes and 32% of those in Melbourne have had a serious affect on audience size.

307. Both the Report and the Ethnic Television Review Panel emphasised three objectives that the service should serve: assist in the maintenance of language and development of culture; assist the settlement of migrants by informing them of their

rights and duties and facilitating their learning of English; and promote tolerance and mutual understanding and an appreciation of Australia's multicultural society.

308. Multicultural television has been a watershed in the development of Australian multiculturalism and has put Australia in the forefront of nations pursuing multicultural policies. The results of the first 19 months have been very encouraging. Surveys show a high degree of awareness of the Channel's existence and considerable public acceptance of multicultural television as a worthwhile alternative service. They also reveal the desire of audiences for multicultural television to broadcast for longer hours and in more languages. Consultations revealed the strong desire for multicultural television to be extended to centres beyond Sydney and Melbourne.

309. The Evaluation has also found a number of areas needing attention if multicultural television is to achieve its full potential in light of its objectives, and it has made recommendations to this end. An increase in the number and frequency of community-language announcements is proposed (Recommendation 76). Greater encouragement of the use of community languages is recommended, and it is proposed that program presentations, community announcements and, where possible interviews, should be in these languages (Recommendation 79).

310. The Evaluation considers that more attention should be paid to the needs of special groups, most notably children (Recommendation 78) and that priority should be given to the development of a well-researched English-language teaching series (Recommendation 77). Greater emphasis also needs to be given to achieving a balance between hours of programming in a language and the number of people in the community who speak that language (Recommendation 80).

311. Multicultural television offers an effective means of promoting tolerance within the Australian community. Recognising the social importance of this goal, the Evaluation recommends that $200,000 per annum be allocated over three years to produce segments promoting racial and ethnic tolerance in Australia, and that these be available free of charge to other channels (Recommendation 81).

312. The Evaluation considers that the availability of multicultural television programs should be extended to more Australian communities. As a first step it is recommended that broadcasts commence in Canberra in 1983 (Recommendation 82). Subsequently, consideration should be given to establishing transmitters in Wollongong and Newcastle. Since it will be some time before the service can be extended further, it is recommended as an interim measure that the Australian Broadcasting Commission allow multicultural television use of its facilities, when it is not otherwise broadcasting, to show programs in community languages in areas where the service is not available (Recommendation 83). The launch of an Australian National Communications Satellite will ultimately allow the full multicultural television service to be available Australia-wide and it is recommended that provision for multicultural television be made in current planning of the allocation of satellite resources (Recommendation 84).

The Arts

313. The Report considered the most appropriate bodies to preserve and foster ethnic cultures in Australia were ethnic groups themselves. It also believed they should have access to community resources to meet their cultural needs.

314. Many municipal libraries, specified by the Report as a valuable source of support, have improved their services for migrant clients through such measures as the development of community-language collections and the employment of bilingual

staff. However, public library services for ethnic communities still remain below the general standard.

315. The Commonwealth has recently decided to establish an Australian Libraries and Information Council to advise on national planning and resource sharing in library services. The Evaluation recommends that the Council give priority consideration to the development at all levels of government of library and related information services appropriate to a multicultural society (Recommendation 85).

316. The Australia Council was seen by the Report as having a significant role in encouraging and supporting the ethnic arts. It recommended that the Council develop closer links with ethnic communities and provide a more equitable share of its funds to the ethnic arts. Since then, the Council has made limited moves to improve its information services in relation to ethnic arts, and there has been a small improvement in the level of funding. The Evaluation considers that the Australia Council has not adequately changed its program or policies to meet the cultural needs of ethnic communities. It recommends that the Council review its policy and funding allocation, and take measures to ensure that it is responsive to the needs of all groups in Australia's multicultural community (Recommendation 86).

Co-ordination

317. The main thrust of the Report, expressing its underlying philosophy of the multicultural society, was that migrants should have access to services offered by general community agencies, both government and non-government. Responsibility for meeting migrant needs in health, welfare and other areas was therefore not vested in any single government body, but placed upon various spheres of government, voluntary agencies and ethnic groups. Achievement of the Report's objectives thus was crucially dependent on the effectiveness of co-ordination within government and between government and other agencies.

318. The Report's deliberate decision not to integrate administration of the program package that it recommended, necessarily required that four co-ordination functions be performed: oversight and supervision of the integrated package of programs and services; supervision of individual program implementation to take account of inter-relationships between program components; effective co-ordination between the Commonwealth and the States, especially in areas of prime state responsibility; and maintenance of a balance between general and specific programs.

319. The Report proposed that a special body be established to provide general oversight and supervision of the implementation of recommendations. The Government accepted this proposal and in 1978 appointed the Galbally Follow-up Group, succeeded later that year by the Galbally Implementation Task Force. Comprised of a group of senior officials drawn from implementing departments and serviced by a small secretariat, the Galbally Implementation Task Force had clear responsibilities to monitor and supervise implementation progress and to report quarterly, through the Minister for Immigration and Ethnic Affairs, to the Welfare Policy Committee of Cabinet.

320. The Galbally Implementation Task Force had considerable success in performing its functions. It did, however, encounter problems many of which reflected three main constraints that inhibited the Task Force from acting fully as a co-ordinating body. These were:

- constraints that arise when a committee co-ordinating and evaluating the implementation of a program consists of representatives of agencies responsible for that implementation
- the lack of independent sources of up-to-date information with respect to the implementation of particular recommendations and
- the fact that secretariat services were not continuously provided on a stable basis at suitable levels of seniority and expertise.

321. A body to perform functions similar to those performed by the Galbally Implementation Task Force will be required to oversee future implementation of post-arrival programs and services. The Evaluation considers that such a body should be seen essentially as performing co-ordinating functions. It should consist only of representatives of the principal co-ordinating agencies of the Government and, with the exception of the Department of Immigration and Ethnic Affairs, implementing agencies should be excluded from membership. The co-ordinating body should be serviced by its own secretariat.

322. Accordingly, the Evaluation recommends the appointment of a Committee on Post-Arrival Programs and Services, consisting of senior members of the Departments of Finance, Immigration and Ethnic Affairs, Prime Minister and Cabinet, and the Public Service Board (Recommendation 87). It should supervise implementation of the recommendations made by the Evaluation, operating under the oversight of the Welfare Policy Committee of Cabinet, and prepare an annual report on implementation progress. The Evaluation also recommends that an evaluation of migrant and multicultural programs and services be commenced in 1986 (Recommendation 88).

323. The Report considered that responsibility for the second co-ordination function, monitoring the planned relationship between interdependent stages of a program falling within particular departments, should rest with implementing departments themselves. In some cases, however, the Evaluation found that established mechanisms proved inadequate to achieve effective co-ordination between program components. This is a key area which should be the subject of scrutiny of the proposed Committee on Post-Arrival Programs and Services.

324. The third function, co-ordination between the Commonwealth and States, also encountered difficulties. This was particularly the case when changes in the financial base of Commonwealth/State relationships occurred, or where specific recommendations to ensure adequate provision of educational and financial data to assist in policy and planning were not concluded satisfactorily. The Report found that Federal/State co-ordination and consultation mechanisms should be established on a more formal basis and suggested that full use be made of existing mechanisms. The Evaluation endorses this approach and has in addition found there is a pressing need for improved co-ordinating arrangements in respect of migrant and multicultural education, and recommends the establishment of a National Advisory Committee on Multicultural Education.

325. The fourth function, the maintenance of a balance between general and special services, was regarded as crucial by the Report. In recent years dynamic growth and change has occurred in the Australian community's composition and there have been significant changes in values. The capacities of many service agencies to detect and respond to changing needs has lagged, and consequently there is a need for special action to take account of the changes. Where this action needs to be taken in relation

to many agencies of government, the task as a whole constitutes a complex co-ordinating function that frequently requires new capacities to be created within the general agencies, or additions to their existing capacities.

326. In this regard, the Ethnic Liaison Officer scheme introduced by the Commonwealth in 1978 was a major initiative to develop departmental awareness of migrant needs. Ethnic Liaison Officers were given a clear direction to ensure departmental procedures and policies were responsive to the rights and needs of migrants and ethnic groups in the community. The Report endorsed the scheme, and proposed that it should be supported by the Ethnic Affairs Branch of the Department of Immigration and Ethnic Affairs. Ethnic Liaison Officers' working groups have produced a number of papers, and task groups continue to examine issues, but the scheme has not yet fulfilled its potential. Ethnic Liaison Officers are able to devote little time to their activities, and have a rather limited view of their role. Some believe it should be downgraded.

327. The Evaluation considers that the Ethnic Liaison Officer scheme has a major role to play in sensitising departments to migrant issues. It recommends enhancing the Scheme's effectiveness by appointing senior officers at a policy level, and requiring that all relevant policy, program and information proposals be drawn to their attention. Ethnic Liaison Officers should be kept informed of ethnic group needs and their relevance to departmental responsibilities, and should develop on-going consultation with departmental ethnic client groups (Recommendation 89).

328. The Report recommended that the policy and planning role of the Department of Immigration and Ethnic Affairs be strengthened. Progress has been slow. Initially, the focus of attention was the commissioning of research projects. A three-stage program has been proposed recently, involving the development of a data base on migrants, a review of policies and programs, and the development and extension of co-operative arrangements with the States to assist in monitoring changes and evaluating programs. It is premature to evaluate the effectiveness of this approach and the Evaluation considers it should be reviewed in 1983.

Summary of Recommendations

The Demographic Context

1. Future censuses should include a question on ethnic origin as well as questions on birthplace of parents and language usage.

Initial Settlement Program

2. Tuition for the On-Arrival Education Program should be funded on a staff:student ratio of 1:16.7, comprising a teacher:student classroom ratio of 1:20; provision for supervision at the present ratio of 1:133; and course designers at a ratio of 1:400. At 1981/82 levels, this would yield savings of $2.7m which should be used to increase the number of new arrivals attending courses and to cover the costs of full-time Bilingual Information Instructors, whose tasks would include providing bilingual assistance to classroom teachers.

3. Funds should be provided for the On-Arrival Education Program on the basis of the recommended formula, with the objective of catering for 75% of adult new arrivals with little or no English by 1984/85. The annual targets should be:

Year	Percentage
1982/83	60%
1983/84	65%
1984/85	75%

4. The provision of the On-Arrival Education Program in the community should be increased to match more closely the distribution of new arrivals going into the community, as compared to hostels.

5. On-Arrival Education Program courses should comprise 20% full-time, providing for 240 hours of English tuition over 8-10 weeks; 80% should be provided on a part-time basis for 150 and 180 hours over a 10 to 12 week period. Priority for full-time courses should be given to new arrivals with least proficiency in English. The general priority presently given to migrants with an Australian Second Language Proficiency Rating of below 2 should be retained.

6. The information component of the On-Arrival Education Program should be provided to new arrivals by Bilingual Information Instructors as a separate course prior to the English-language component.

7. The Department of Immigration and Ethnic Affairs should be responsible for the management and co-ordination of all services at hostels, including accommodation and catering, on the principles outlined in paras 70-73 [summarised in paragraph. 68 above].

8. The Commonwealth Government should transfer its provision of settlement services provided at Community Settlement Centres, other than the On-Arrival Education Program, to Migrant Resource Centres.

9. Special benefit should be paid to new arrivals not in employment while attending On-Arrival Education Program courses. These courses should be so scheduled that new arrivals can commence them within 4 weeks of their arrival.

10. The Department of Immigration and Ethnic Affairs should extend its promotion of initial settlement services.

11. Migrant Settlement Councils should be allowed to lapse at the expiry of their present terms of appointment.

Adult Migrant Education Program

12. The Joint Commonwealth-States Committee should review the present use of the Australian Second Language Proficiency Rating scale with a view to introducing, as soon as possible, the scale's use in all States and Territories to rate students' proficiency on entry to, and exit from, all classroom-based courses.

13. The Department of Immigration and Ethnic Affairs, in association with State Adult Migrant Education Services, should establish a uniform system of computer-based student records to be used for all courses and activities conducted within the Adult Migrant Education Program from 1983/84 onwards.

14. A Joint Commonwealth-States Consultative Committee on the administrative aspects of the Adult Migrant Education Program should be established immediately. It should be composed of appropriate Commonwealth representatives and representatives from each of the States.

    This Committee should be consulted on the terms of appropriate agreements on administrative responsibilities within the Program for consideration by the respective Commonwealth and State Ministers. Thereafter, the Committee should be responsible, in the light of the agreement, for advice on:

    - the development and adoption of the most appropriate techniques of financial management, accounting and control including the definition of the most appropriate accounting/reimbursement period, and the extent to which delegation of financial authority might be conferred on state officers, all to be consistent with appropriate standards of public accountability
    - the definition, collection and maintenance of managerially oriented data to be collected on a uniform or comparable basis, including: student numbers; teacher numbers; numbers and types of courses; course lengths; course enrolments; course withdrawal and attendance rates; teacher:student ratios; course costs; student entry and exit proficiency ratings
    - promotion of Adult Migrant Education Program provisions to priority target groups.

15. Each Adult Migrant Education Service should establish one or more positions for program monitoring and evaluation purposes, using funds provided through the On-Arrival Education Program funding formula.

16. An additional $250,000 per year should be provided for course, teacher and

materials development within the On-Going Phase of the Adult Migrant Education Program over the next three years.

Course, teacher and materials development should be conducted primarily at State level under the broad guidance of the Joint Commonwealth States-Committee on the Professional Aspects of the Adult Migrant Education Program.

17. Over the next three years, $150,000 should be allocated to the Home Tutor Scheme, to be used for the employment of an additional co-ordinator in both Victoria and New South Wales.

18. Priority for use of 'particular purpose' TAFE funding should be given to advanced English-language instruction for specific purposes for migrants. Support should be provided at a level of 15% of the allocation in this area: this being $2.81m in 1982/83.

19. A formal review of the Adult Migrant Education Program should be conducted by the end of 1983, using data generated for management and evaluation purposes, to plan future development and activity.

Child Migrant Education Program

20. The Schools Commission should initiate a research study to identify those factors which affect the development of English-language competence and to develop an index for the quantification of need. Suitable tests should be identified and developed by the Commission to assess the level of English-language proficiency and to measure the degree of improvement in English-language proficiency of migrant children.

21. A survey should be commissioned by the Schools Commission to determine the actual level of English-language competence of students from non-English-speaking backgrounds.

22. The States Grants (Schools) legislation should include arrangements for the collection of data on financial and educational aspects of the English as a Second Language Program. The Schools Commission should report annually from 1983 onwards. Its report should indicate: expenditure; numbers of teachers and associated support staff employed; the number of students benefitting from the program; the number of students in need receiving no ESL assistance; and the outcomes of ESL programs in terms of proficiency gain.

Multicultural Education Program

23. Guidelines for the Multicultural Education Program should be adjusted to allocate funds equally between community language and multicultural education activities, and should ensure that funds are used for seeding purposes only.

24. The present funding of Projects of National Significance should be transferred to the Schools Commission's Special Projects Program at a level of $328,000 per annum; and it should support a multicultural education and community languages element.

25. The Schools Commission should broaden its current review of the operations of

the Multicultural Education Program to include an evaluation of the impact of the Program on school curricula and programs including:

- an assessment of the developments undertaken in multicultural education through Multicultural Education Program funding
- an evaluation of the impact of these developments
- an assessment of future community language teaching needs
- a phased program for multicultural education and community language teaching to be met by recurrent funding to schools.

26. Cultural awareness and language courses should continue to be offered to professionals and para-professionals within the appropriate stream of Technical and Further Education.

27. The Commonwealth Tertiary Education Commission should pursue with tertiary institutions steps to ensure that multicultural perspectives and components are introduced into tertiary courses.

28. The Australian Research Grants Committee should assume responsibility for funding of research projects into multicultural education and should fund such projects from its allocations for research in the humanities, economics and social sciences.

29. A National Advisory and Co-ordinating Committee on Multicultural Education should be established with responsibilities outlined in paragraph 131 [summarised in paragraph 143 above].

Bilinguals, Translator and Interpreter Services

30. The Australian Public Service should extend its activities designed to recruit and effectively deploy bilingual staff. Issues which should be considered are set out in paragraphs 27 to 30 [summarised in paragraph 150 above].

31. The National Accreditation Authority for Translators and Interpreters or its successor should proceed, as a high priority, to consult with the Commonwealth Tertiary Education Commission and tertiary education institutions about the establishment of such courses, or the introduction of interpreting/translating units within existing language courses, and report progress to the government within 12 months.

    The National Accreditation Authority for Translators and Interpreters or its successor should contract appropriate tertiary education institutions or expert individuals to assess, in accordance with the Authority's standards, all outstanding interpreter and translator courses.

32. As an urgent priority, the National Accreditation Authority for Translators and Interpreters or its successor should contract with tertiary educational institutions to set and mark interpreting and translating examinations for Levels I, II, III & IV in accordance with Authority guidelines. Costs incurred by these institutions should, as far as possible, be covered by charges levied on students who sit the examination. Where costs cannot be met in this manner they should be covered by the Authority.

33. All persons employed as interpreters and translators within the Australian Public

Service should be required to obtain Level II (or higher accreditation) within two years of an appropriate test becoming available.

Where the Commonwealth uses panels of contract interpreters and translators, preference should be given to persons possessing Level II or higher accreditation, not only in their initial acceptance on the panel, but also in the allocation of particular interpreting or translating tasks.

34. An additional $560,000 per annum should be provided to the Telephone Interpreter Service in each of the next three years.

35. The Telephone Interpreter Service should charge Telecom for its services on a pro rata basis, that is, when Telecom-related matters constitute 9% of calls, the charge should be 9% of the operating costs. The revenue thus gained should receive proper recognition when the Service's budget is being negotiated.

36. A computerised information system incorporating relevant community and professional services should be developed for all Telephone Interpreter Service centres. Particular emphasis should be placed on identifying bilingual staff and service providers.

    A Department of Immigration and Ethnic Affairs officer should be responsible for updating information on such community resources. This information should be regularly incorporated into the information system.

37. Where both Telephone Interpreter Services and Department of Immigration and Ethnic Affairs Translation Units exist, they should be co-located and combined into one administrative unit at the earliest opportunity.

38. The Commonwealth should continue for a further three years its existing agreements with States to provide State-operated translation and interpreter services to meet needs in areas of prime State responsibility.

Information

39. The new Department of Administrative Services (DAS) information group should at an early stage consult with the Department of Immigration and Ethnic Affairs Information Section to develop guidelines for departmental information programs to ensure that the information needs of migrant members of the community are met. Departments should submit their proposals for information programs to the DAS group outlining how the guidelines will be met. Where these are considered unsatisfactory, departments should be advised to consult with the Information Section.

40. The Department of Immigration and Ethnic Affairs Information Section, in liaison with the Department of Administrative Services information group, should publish an annual report on the range and effectiveness of community language information services provided by Commonwealth departments and authorities.

Migrant Welfare

41. The funds available to the Grant-in-Aid program should be increased to enable 20 additional grants to be awarded each year over the next three years.

42. The practice of out-turn funding should be applied to the Grant-in-Aid Scheme

and from 30 June 1982, the calculation of annual grant payments to agencies should be based on the out-turn principle.

43. The levels of Grants-in-Aid in 1982/83 should be increased by 25%, and then varied in such manner that the previous loading for ancillary costs of 15% is varied to 25% for agencies with no more than one paid full-time staff member other than the Grant-in-Aid worker, or which face exceptional costs because of their locations or services; and 20% in other agencies.

44. An establishment grant of up to $2,000 should be provided for agencies which have not previously employed a full-time welfare worker.

45. Applications for grants should be publicised, called for once a year, and assessed at the same time; one-third of the total number of grants will be awarded each year.

46. The funding of Migrant Resource Centres should be adjusted annually on an out-turn basis.

47. The composition of Migrant Resource Centre Committees of Management should generally follow the guidelines in paragraph 161 [summarised in paragraph 207 above].

48. The location of Migrant Resource Centres should be reviewed.

49. Migrant Resource Centres should be evaluated in terms of their achievement towards objectives in 1985.

50. The functions of Migrant Services Units should be revised along the lines indicated in paragraph 195 [summarised in paragraph 216 above] so that their primary responsibility is direct social and welfare work with individuals and groups in hostels. In the community they should provide a significantly reduced casework and community work welfare role, complementary to the voluntary sector.

51. A community welfare unit should be established within the Department of Immigration and Ethnic Affairs to perform the duties outlined in paragraph 201 [summarised in paragraph 217 above].

52. The allocation for the Migrant Project Subsidy Scheme should be increased to $200,000 per annum and grants should be available up to $10,000 each.

Special Needs

53. The Commonwealth Government should:

- as a matter of urgency negotiate new reciprocal pensions agreements with Great Britain and New Zealand, such agreements to provide a model for agreements with other countries, and
- give notice that if new agreements cannot be concluded within 12 months, the present agreements will be terminated.

54. The Department of Employment and Youth Affairs should give high priority to encouraging participation in training and related programs by migrant adults and youth from groups which have high rates of unemployment and low rates of participation in programs.

55. The Technological Change Committee of the Australian Science and Technology Council should give attention specifically to the impact on migrant groups of the

introduction of technological change, in its more general study of the relationships between technological change and employment.

56. Surveys of community language skills of professionals in the health and medical areas should be conducted under the auspices of the Commonwealth Department of Health.

57. The Commonwealth Department of Health should give urgent consideration to means whereby the health interpreting services and the Ethnic Health Worker Scheme can be extended, especially in those States in which these services are seriously under-represented; and give particular attention to developing means whereby private practitioners in the health professions may, in their consultations with migrant clients, gain access to health interpreters and ethnic health workers, where they are needed.

58. The Commonwealth Department of Health should develop information on health care for ethnic radio and multicultural television in areas that supplement State activities.

59. Agreements under which Migrant Resource Centres are established should specify that a major activity will be to contact newly arrived women who settle in their catchment areas, and provide appropriate services.

60. For the first two years of the expanded Grant-in-Aid Program, as recommended in Chapter 10 of this Evaluation, at least five each year of the new grants proposed in each of the next two years should be earmarked for the support of projects relating to women, particularly in industry (apart from child-care), and for the provision of services to migrant women involved in family conflict, family violence and family breakdown situations. The fact that a number of grants has been earmarked for these purposes should be widely publicised.

61. The National Women's Advisory Council should undertake a study of the feasibility of promoting the establishment of work-place child-care as proposed in Recommendation 40 of the Report.

62. Over the next two years, five Grants-in-Aid should be earmarked for the purposes of funding community development officers to assist in the development of appropriate child-care services in areas where there are large numbers of working mothers.

63. Within the grants provided for ethnic children's services workers, the number awarded to ethnic-based organisations or groups of organisations to undertake activities as proposed by the Report should be increased to 25 by 30 June 1983.

64. A grant of $20,000 should be given to the National Advisory Council for the Handicapped to undertake a review of the activities of all Commonwealth departments and agencies involved with the ethnic disabled, including activities undertaken during the International Year of Disabled Persons, and publish a report of its findings.

The Law and Civil Rights

65. The Commonwealth Attorney-General should make reference to the Australian Law Reform Commission to initiate a study into the circumstances in which interpreters are used in Australian legal systems, and to formulate principles

which may provide a basis for Commonwealth legislation and a model for uniform practice throughout Australia.

66. The Family Law Council should prepare a report for Government on difficulties of people with low incomes securing interpreters for Family Courts and suggest how these might be overcome, including the option of a means-tested scheme of interpreting assistance.

67. The Commonwealth Government should request all legal bodies for which it is responsible to use interpreters, wherever practicable, whose competence is of an appropriate standard and has been independently assessed.

68. The Criminal Investigation Bill 1981 should be amended so that:

- all clauses touching on police communication, whether oral or in writing, with a person in custody should specify that it be conducted only in a language in which that person is fluent.
- Clause 28 should provide that people who cannot speak English fluently not be interrogated by a police officer unless the police officer conducts the interview in a language in which both he and the person can communicate fluently, or a person competent to act as an interpreter acts in that capacity during the questioning.
- Where an interview is conducted in a language other than English, the written record should be made in that language for acknowledgment by the interviewee and, where the interviewer is not literate in the language of interview, a sound-recording should be required.

69. The Commonwealth should announce that amendments to the Commonwealth Electoral Act will be proclaimed on Australia Day 1983.

70. Action should be taken to amend all Acts covering Commonwealth employment which have a nationality requirement so that Australian citizenship is the only requirement for eligibility.

71. Commonwealth Acts discriminating between 'immigrants' and 'aliens' should be amended so that all migrants to Australia are accorded equal rights.

72. The Attorney-General's Department should prepare a report within six months for the Government on all Commonwealth legislation involving such discrimination, and a schedule of amendments necessary to remedy the situation.

73. In 1982/83, the Ombudsman's publicity program should make its major priority the dissemination in community languages of appropriate information about the office through ethnic radio, multicultural television and the ethnic press, emphasising that interpreting and translating facilities are available for non-English-speaking people. Migrant usage should be monitored to determine the effectiveness with which the Ombudsman's publicity reaches migrant members of the community.

Broadcasting and The Arts

74. In 1982/83, the amount of funding for subsidies to public broadcasting services should be increased to $650,000.

75. Over the next three years $90,000 should be made available to public broadcasting stations to pay for the conduct of training courses for people involved in the production and presentation of ethnic programs. Guidelines for courses and the

allocation of funds should be prepared by the Special Broadcasting Service/Public Broadcasting Association of Australia Liaison Committee.

76. Channel 0/28 should broadcast three minutes of community service announcements relevant to the needs of migrants and in languages other than English in each hour of transmission. Where insufficient material is available, the Special Broadcasting Service should produce items using its own resources or should dub those available into community languages.

77. The Special Broadcasting Service should, as a matter of priority, commence the development and production of well-researched and entertaining English-language teaching segments for television. These segments should be made available to other television stations free of charge.

78. Greater emphasis should be given to the needs of groups with special needs in the allocation, design and purchase of programs.

79. A fundamental goal of multicultural television should be to encourage the use of community languages. Introductions by presenters should be in the language of the program broadcast, and in English. Community announcements should be presented in relevant languages with English subtitles; and interviews and discussions should, where appropriate to the context, be in community languages.

80. Greater emphasis should be given by multicultural television to a more equitable balance between languages reflecting the size of different language groups within the community.

81. The Government should allocate to multicultural television $200,000 per annum over the next three years to commission the production of a series of short segments, utilising the most effective media techniques, to promote racial and ethnic tolerance in Australia. These segments should be made available to other channels free of charge.

82. Multicultural television should be shown in Canberra commencing in 1983.

83. The Australian Broadcasting Commission, in centres not receiving multicultural television, should allow multicultural television use of its facilities (when it is not otherwise broadcasting) to show a variety of multicultural television programs in languages other than English.

84. Provision should be made for multicultural television to be carried by satellite so that the full service can ultimately be available Australia-wide.

85. The Australian Libraries and Information Council should give priority consideration to the development, at all levels of Government, of library and related information services appropriate to the needs of ethnic communities in Australia's multicultural society.

86. The Australia Council should undertake a review of its current policy and funding allocation, and take measures to ensure that in all areas of activity it is responsive to the needs of all groups within Australia's multicultural community. It should also make particular information efforts to advise artists of a non-English-speaking background that it is a source of support for individuals of talent.

Co-ordination

87. A co-ordinating body to be known as the Committee on Post-Arrival Programs

and Services should be appointed with the terms of reference outlined at paragraph 31 [summarised in paragraph 322 above]. The Committee should be composed of: the Deputy Secretary of the Department of Immigration and Ethnic Affairs (Chairman) and the First Assistant Secretaries of the relevant divisions of the Department of Finance, the Department of Prime Minister and Cabinet, and the Public Service Board.

88. There should be an evaluation of migrant and multicultural programs and services to commence in 1986.

89. Each Commonwealth department and authority should: ensure an Ethnic Liaison Officer is appointed from among its officers involved in policy areas and holding the position of First Assistant Secretary or its equivalent; establish appropriate mechanisms to ensure that all relevant policy, program and information service proposals come to this Officer's attention; provide opportunities for the Ethnic Liaison Officer to gain adequate information on and understanding of ethnic groups, their needs, and the relevance of those needs to the department; and facilitate an on-going consultation between the Ethnic Liaison Officer and the department's ethnic client groups.